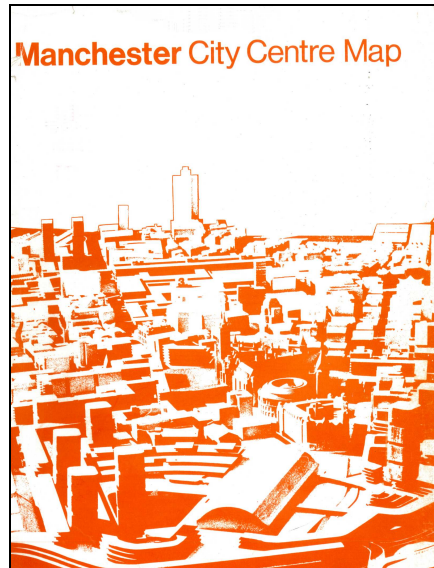


Manchester City Centre Map





Manchester City Centre Map (1967)

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City and County Borough of Manchester

City Centre Map 1967

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Foreword

1. The City Centre Map, bringing together many separate but inter-related policies and proposals, is to form the basis for further consultations with those interested in the planning of the Central Area of Manchester.
2. The principal contents of this report have already been the subject of consultation over a long period with the various Chief Officers and Departments of the Corporation, with the City Engineer of Salford, and with a wide range of organisations, including the Chambers of Trade and Commerce. Valuable advice and assistance has also been given by the regional representatives of the Ministries concerned with land use and transportation problems.
3. If there is one central theme running through these proposals it is the importance and value of civilised city life and the need for care and attention to be paid to the quality of environment. The fundamental relationship between transportation and land use planning has meant that the closest collaboration has been necessary at every stage between the Departments of the City Engineer and the City Planning Officer. The co-operation and assistance given by other Chief Officers and Corporation Departments, particularly the City Architect and the City Estates Officer is gratefully acknowledged.
4. Finally, it is encouraging that so many intending developers and their professional advisers recognise the need for a comprehensive approach and the wisdom of taking a longer term view of both their own and the City's interests. It is so much simpler and speedier to submit and deal with projects on a piecemeal basis and the patience generally shown in the infinitely more difficult and complex task of relating development proposals to wider planning considerations is appreciated. Only by a combination of effort, with public and private interests working together as a team, can the objectives set out in this report be realised.

(left)
City centre looking south east

Introduction

1. The context or point of departure in considering these draft proposals for the Central Area is the City Development Plan which was submitted to the Ministry of Housing and Local Government in 1951, and approved in 1961. As modified by the Minister, the Plan showed the Central Area by a general notation for principal business and shopping uses to serve the town as a whole with the exception of an area situated broadly between the Town Hall and the Courts of Justice which was shown for 'general civic, cultural or other special uses'. (see Map No. 3).

2. The Minister expected that in due course more comprehensive and detailed proposals for the City Centre would be prepared, after there had been opportunity to carry out further study and research. These views anticipated to some extent the advice contained in the Bulletin 'Town Centres, Approach to Renewal', which was published jointly in 1962, by the Ministry of Housing and Local Government and the Ministry of Transport. This recommended that a non-statutory 'Town Centre Map' should be prepared by Planning Authorities, incorporating more detailed proposals for central areas than the Development Plan technique had made possible.

3. The Town Centre Map would be accompanied by a more detailed written explanation setting out the major planning objectives in the Central Area and the proposals would first be presented in draft form, to encourage comments and maximum participation by interested bodies and the general public. After full consideration had been given and any amendments made to the draft proposals, it would then be open to the Authority to adopt the Town Centre Map by resolution. The Minister would then be able to consider any matters, for example, comprehensive development area proposals, which came to him for decision, in the context of the overall proposals for the centre.

4. The Town Centre Map concept, in its turn has been very much a forerunner, or a milestone, along the course of thinking which led up to the proposals of the Planning Advisory Group 'The Future of Development Plans', which were published in 1965. The Group's basic criticism of the Development Plan system, as existing, was that it was too detailed for some purposes, namely the setting out of the broad strategic planning objectives for the area as a whole - which were the main concern of the Minister and yet not sufficiently detailed to provide a positive guide to the form and quality of development at the local planning level. It advocated, therefore, that a more broadly based 'Urban Structure Map' should be prepared on the strategic level,

whilst local or district plans, at a larger scale would be prepared in respect of the more detailed proposals including those for Action Areas where development was imminent. Only the structure plans would require the Minister's approval, whilst the local plans would be adopted by the Authority after consultation with interested parties.

5. The Government has now announced its intention to prepare new planning legislation, taking into account the recommendations of the Planning Advisory Group, and the draft City Centre proposals have been prepared with particular regard to both the Bulletin on Town Centres and the P.A.G. proposals. The City Centre Map can, therefore, be regarded as a local or district plan. It is prepared in the context of the approved Development Plan for the City, but anticipates as far as is possible at the present time, the Urban Structure concept which will recognise more adequately, the City's place in the Region.

In the words of the P.A.G. report:-

'The emphasis is on the dynamics of urban growth and renewal, on the relationship between land uses and transport.... The principal aim, however, is to provide a basic planning document which is capable of expressing in a clear and integrated way the policies and objectives that are to shape the town's future.'

6. The Central Area of Manchester serves an area much larger than the City itself. It is essentially a regional centre and the extent and character of its functions and activities is both growing and changing. The report begins by considering its position in the regional context and the need to provide more attractive and efficient shopping, commercial, social and higher education facilities; a centre of attraction to serve south east Lancashire and north east Cheshire.

7. Then follows an analysis of the form of the City Centre itself and of the principal activities that occur within it, how the land is used and the trends likely to affect land use in the future.

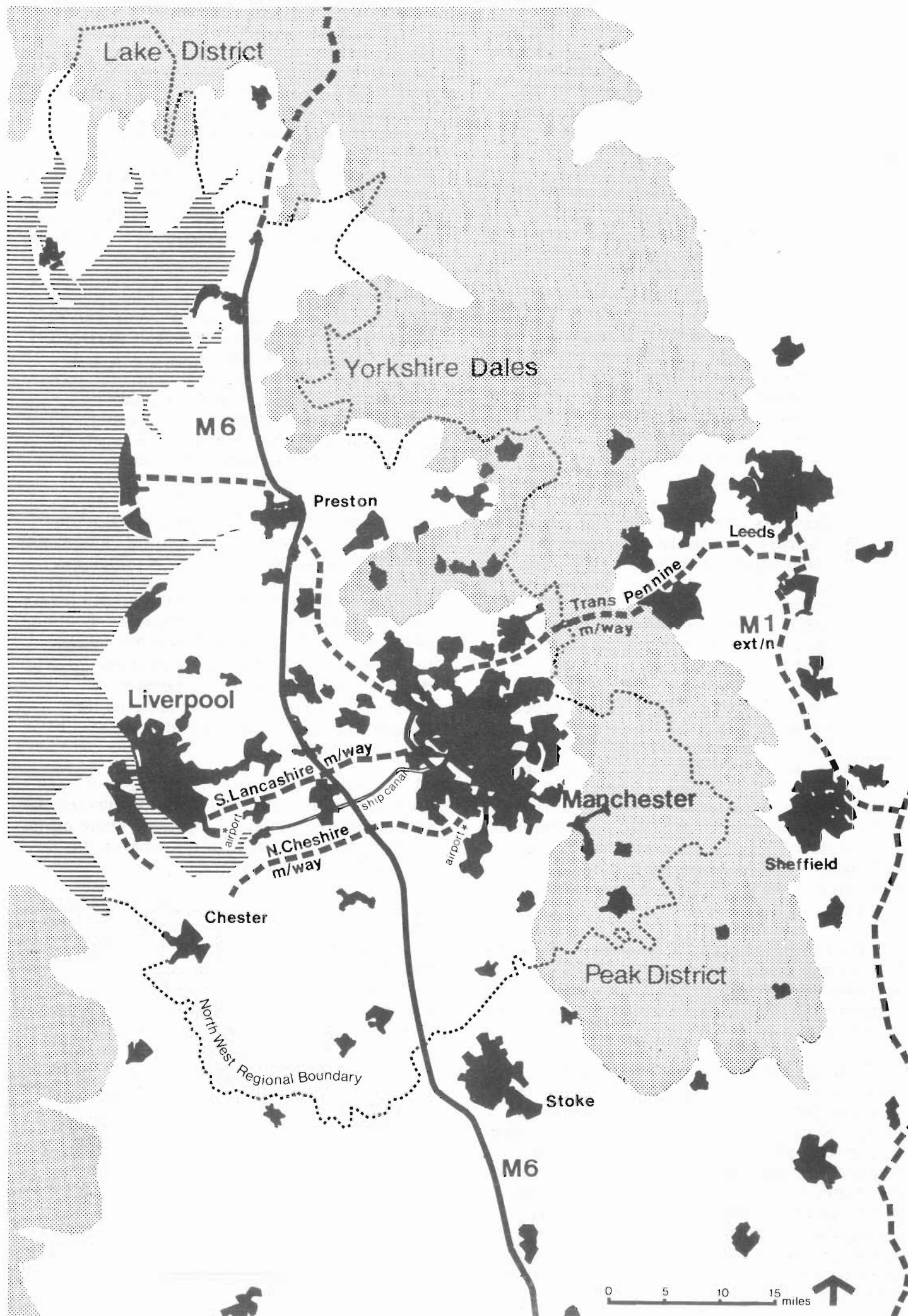
8. Problems of congestion are common to all major cities and improvement of access is a fundamental necessity if the economic well-being and prosperity of the City is to be aided by physical planning. Research into the regional transportation picture is by no means complete, but the principles of car parking provision in relation to highway capacity, the needs and safety of the pedestrian, and the respective roles of public and private transport as applied to the planning of the conurbation centre, are dealt with in the section on Circulation and Communications.

9. Not less important is the need to make the City Centre an attractive and worthwhile place to visit, whether it is to work, to shop or to live and although they cannot be quantified easily, human scale and values and standards of quality will have a great deal to do with the success or otherwise of any renewal schemes. The need to conserve what is good and of value and the questions of intensity, character and amenity provisions in areas requiring redevelopment, are discussed under the heading of Environmental Standards and Objectives.

10. In order not to freeze a street system inherited from the days of the horse and cart, to enable reasonable standards of daylighting to be obtained, to create open space and amenity areas at reasonable cost, and to rationalise pedestrian and vehicular circulation, it is essential that many parts of the centre, ripe for redevelopment, should be dealt with on comprehensive lines. Comprehensive proposals or advisory schemes have been put forward and accepted in principle by the City Council as a guide to development or as a prelude to the submission of formal amendments to the Development Plan. The report identifies and describes these proposals and describes in broad terms the uses which would be appropriate in various parts of the City. Although these schemes together cover the greater part of the core of the City Centre, there still remain considerable areas, particularly on the fringes, for which no detailed proposals have yet been prepared.

11. Finally, questions of timing, costs and ways and means are considered in the section on Implementation and a digest of some of the more important research information is included in the appendices.

12. This report aims to summarise and bring together the relevant research and results of work carried out in relation to the City Centre since the Development Plan was prepared and it incorporates the decisions which have so far been taken by the City Council. At a time when technological and social change is so rapid, no plan may be regarded as a 'once and for all' operation and the City Centre Map, as now put forward, does not attempt to do more than demonstrate the principal problems that need to be tackled at the present time and provides a framework for future development in response to conditions and needs as they now exist and as they can be foreseen at this point in time. It is also hoped that it will provide guidance to prospective developers, architects, consultants and the general public on policies so far adopted for the Central Area and show how they fit into the wider picture.



1. Historical and Regional Context

1. The Central Area of Manchester, once the heart of a Medieval market town, today serves a metropolitan region of about 2.5 million people, whilst 10 million people live within a fifty mile radius. The centre provides a continually expanding range of services for an area and population which extends far beyond the administrative boundaries of the City and which is second only to Greater London in size. The City Regions centred on Liverpool and Manchester together support a population of over 4 million, and growth and industrial development has occurred particularly along the lines of communication which link the two great cities. This densely populated 'Mersey belt' of the North-West already has many of the characteristics of a virtually continuous metropolitan region or 'super conurbation' within which the widest range of industrial activity will be found together with a high degree of personal mobility and choice of employment.

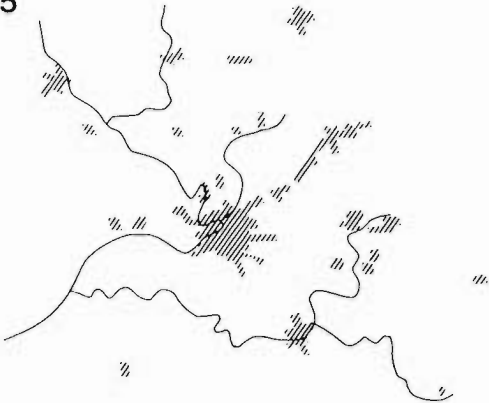
The growth of Manchester

2. Manchester (and its immediate neighbour Salford) is strategically situated at the foot of the Pennines in the south-east of Lancashire. From earliest times location and topography have been favourable to its growth as a centre of trade and communications serving a wide area.

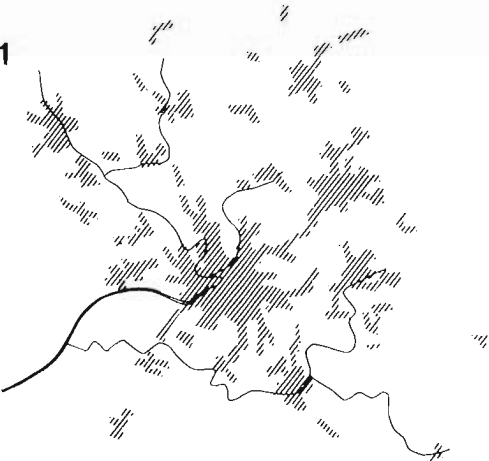
The Medieval centre was situated near where the Cathedral stands today, close to the confluence of the Irk and the Irwell, and at the crossing of Deansgate and Market Street, roads established in Roman times. By the 16th Century the City was already a thriving market town and trading centre of great importance. Long before the Industrial Revolution, industry was firmly established in the Manchester area and with its arrival Manchester became the centre of a pattern of industrial settlements located on the foothills of the Pennines.

3. Without a revolution in transportation methods and lines of communication however the phenomenal economic and population growth which took place in the 19th Century and which we know as the Industrial Revolution, would have been impossible. Manchester pioneered water transport in the form of the artificial canal and became one of the termini of the first regular rail passenger service. The first transport routes in the industrial era were the canals, although the City grew along the lines of communication already existing, Deansgate and Market Street; at the same time an intensive network of railways was developed throughout south-east Lancashire, following a largely radial pattern with Manchester at the centre. The characteristic form of the total transport network, railways as well as

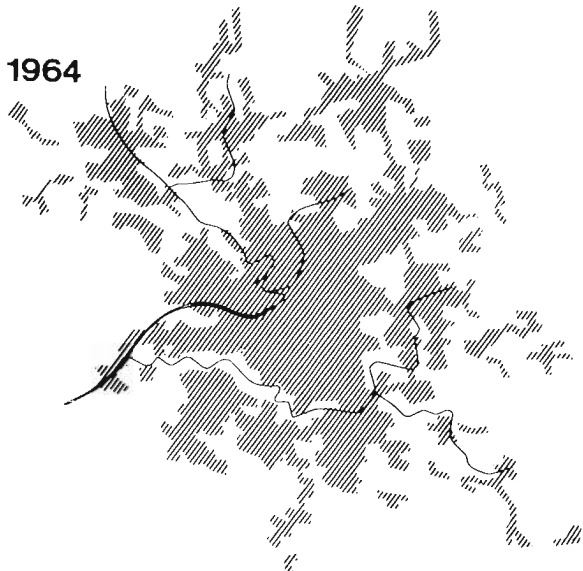
1845



1891



1964



Growth of city region

roads, may only be appreciated with reference to the surrounding settlements and particularly the arc of cotton towns to the north, but what is clear is that accessibility, centrality and convenience, then as now were of supreme importance to the life and growth of the centre. The result was not a planned city but a concentration of interlinked activities in the centre. Railheads and marshalling yards were brought through the industrial collar into the heart of the City and the pattern which the City Centre has today, was set. With the optimism and drive so characteristic of Victorian England, the Ship Canal was completed towards the close of the 19th Century and within a decade the great repositories of Whitworth Street, where the Region's exportable wealth could conveniently be stored prior to dispatch, had been built.

4. If the establishment of the railway termini assisted the concentration of buildings, goods and people in a relatively small and compact area, then the appearance of the street tramway in 1877 followed by the electrification of the passenger lines to Bury in 1915 and Altrincham in 1931, accelerated the process of population dispersal which with the help of the private car continues today.

5. The vast economic change and physical expansion of Manchester in the 19th Century were accompanied by equally great population changes. By the middle of the 19th Century Manchester was the centre of a conurbation with a population of well over a million; the number doubled within the next fifty years although this concealed the outward movement to the suburbs which began in earnest during the early decades of this century.

6. The administrative area of the City did not reach its population zenith until 1931 when the inhabitants numbered just over 770,000. After that date, the movement outwards began increasingly to affect land beyond the City and the numbers living within began to fall. In the City Centre, the fall in numbers began very much earlier, the first signs being recorded in the Market Street

area which had 27,000 inhabitants in 1851 but only 17,000 by 1871.

This tendency towards the dispersal of residential population has continued to affect the centre, and today it has virtually no residential population.

Population and Housing

7. In mid 1965 the population of the City Region* (the approximate limits of which are shown on page 8) was just over 2.6 million which was not significantly different from that in 1931. A growing rate of natural increase following the war was balanced by substantial outward migration resulting in a static overall situation. Towards the end of the fifties however, and particularly since 1961 due to a marked reduction in outward migration and a higher birth rate, the population has begun to increase. The estimated population for 1981 in the City Region based on natural increase and nil migration would be in the order of 2.95 million**. Planned levels of future movement out to new towns, and estimates of voluntary migration, however, both suggest that the population in 1981 may be about 2.7 million. It would seem, therefore, that at least a further 100,000 people will need to be provided for within the City Region area by 1981; moreover, changes in the population distribution within the area will in themselves be quite considerable following closely upon the slum clearance programmes being undertaken by Manchester and other authorities which will relieve congestion in the inner areas.

8. Within the City of Manchester itself, the population was about 660,000 in 1961. It has already fallen to about 600,000, as the result of redevelopment and recent studies suggest that it may fall to a more stable level of about 550,000 in 1981. It is evident therefore,

that whilst the City's population will continue to fall for a time, the total population of the City Region will move in an upward direction. The pattern of residence in relation to the Central Area is becoming more dispersed than hitherto, so that transportation and personal mobility are the most important factors in assessing the relationship between the centre and its residential catchment area.

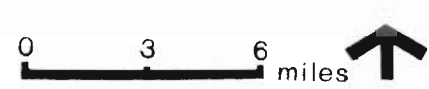
9. Population change is reflected in housing needs, one of the City Region's greatest problems. Natural increase in households is however only one element of housing need, by far the biggest factor being the replacement of the Region's 200,000 or so substandard dwellings. The City faces easily the biggest problem in this respect and at the end of 1966 still had approximately 46,000 slums. Apart from a few scattered pockets, the large proportion of this property surrounds the City Centre, as shown on Map No. 1 although signs of change are already very evident. Whilst total population changes in the City Region have a more direct bearing on the future of the centre, the population levels of the areas immediately adjacent to the centre will show a decline as redevelopment progresses. At the same time the quality of local services will improve whilst district centres which will cater for local shopping needs and provide limited office accommodation, are to be located in some of these areas. This emphasises the importance of improving accessibility to the City Centre where the specialised shopping and other services are essentially geared to the larger scale Regional requirements, rather than to the residential areas that lie in close proximity to it.

Employment

10. Employment trends are an important reminder of the interdependence of the centre and its hinterland. Between 1959 and 1965 the employment picture for the City Region fluctuated continuously; overall change for the period was however, negligible, although this was not the situation within smaller areas or

*See Appendix A for definitions of City Region and City.

** Estimates based on Registrar General's Statistics; a more detailed account of population trends will appear in a forthcoming report on the City Region.



even within the boundaries of Manchester County Borough.

11. Two major factors have influenced employment in recent years. Firstly, the policy of the Board of Trade, which has placed the emphasis on locating new development in the manufacturing industries in districts of high unemployment and has thus tended to discourage industrial expansion in Manchester and its environs; and secondly the upheaval in the textile industry where over 40,000 jobs were lost between 1959 and 1965. Despite this, the unemployment figures in both the City Region and the City have been consistently below the national average, whilst activity rates have remained high, thus indicating a certain resilience in the economy of the area.

12. In 1965 there were 385,000 jobs within the boundaries of the City itself which represented an overall decline in employment of 17,000 since 1959. The most marked decline in employment was the loss of 11,000 jobs in the distributive trades, half of which are at present located in the Central Area, and this could be attributable to decline in textile warehouses, improved mechanical handling techniques and decentralisation to avoid congestion. Today in fact, less than 3% of the working population of Manchester are employed in the textile industry. However, there has been considerable growth in other service industries during the period; 10,000 in professional services alone, an increase of 28% which has been spaced widely throughout the City; 2,100 in miscellaneous services, an increase of 6%, with other significant increases in insurance, banking and finance and public administration. Whilst all these figures are for the County Borough, preliminary analysis suggests that the City Centre has shared in this growth, particularly of miscellaneous services and public administration.

13. The Central Area as might be expected, provides the largest concentration of

employment in the City Region with about 160,000 jobs, in 1965, or about 12% of the total and about one third of the jobs in the City. The wider area within a two mile radius of the Town Hall - which includes the docks and part of the Trafford Park Industrial Estate, provides about one quarter or more than 280,000 jobs - of the City Region's employment.

14. There seems little doubt that the Central Area of Manchester like most metropolitan centres appears to be undergoing a qualitative change with a concentration of higher order functions, whilst at the same time maintaining stability in quantitative terms. The trends so far evident suggest that if rationalisation in the distributive trades is complete, then employment in the Central Area should show a steady, though small increase up to 1981, although more significant growth could occur, dependent on national policy on the location of office employment.

15. The experience of London, Paris and other cities suggests that the second or third City, places like Manchester and Lyons, will to some extent provide an overflow for the growing number of administrative, management and office jobs. This process can be seen in Manchester in a limited way with the expansion in banking and government offices, the National Computing Centre, the Regional Headquarters for the B.B.C., the new Business School and indeed the expansion in higher education, research and laboratory facilities. If these trends point to the future character of the centre, then again the most important single factor as it has been in the past, is undoubtedly the need for improved accessibility.

Communications

16. At the beginning of the Century the Manchester area was only some five miles in diameter but in a generation, the built-up core ribboned twelve miles along the radial tram routes. Although in the last twenty five years or so the total population has remained

virtually the same, the route-free motor vehicle, at first the bus and now the private car, has helped to fill in the green wedges, extending the potential radius of the City to between ten and fifteen miles and its potential area of residence to over 700 square miles.

17. The dispersive effects of the motor vehicle on population are in marked contrast to the concentration of certain major functions to be seen in the City Centre itself, and the delicate balance between these tendencies depends above all on freedom of movement to the centre. Efficient transport, appropriate to differing functions, is probably the only effective way in which the social advantages of residential dispersal and the economic and other advantages of concentrating activities of a metropolitan character, dependent on a large catchment area, may be reconciled.

18. The commuter services by road or rail - the physical expressions of interdependence - are essential to the City Centre, which grew and prospered as a direct result of the development of mass transportation facilities. Large scale residential expansion, particularly on the south side of Manchester, initiated by the railways and later consolidated by the motorcar, has been boosted successively by the introduction of improved diesel and later electric, train services. The modernisation of Trans-Pennine rail facilities - routes which carry the heaviest amount of freight traffic, has added a further dimension to regional communications and more recently but of equal importance to the City has been the electrification of the main railway line to London; the possibility of its extension to Scotland is now being studied. The popularity and success of these recently introduced rapid inter-city rail services point to the increasing role of the centre as a major regional transport interchange; at the same time, the City's municipal airport at Ringway which serves a population of around 15 million, has become a major international airport and there has been a rapid increase in air freight and passengers.

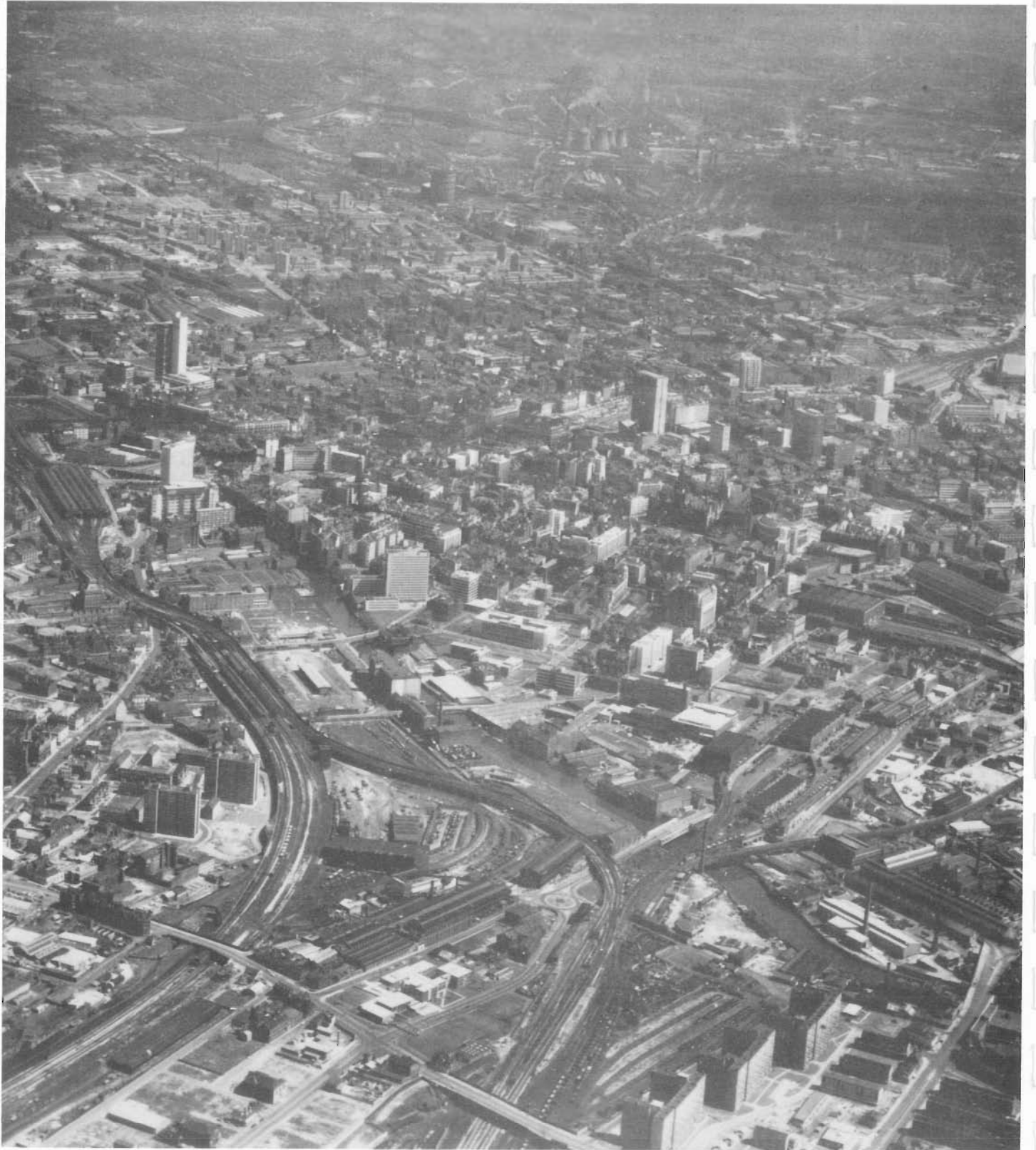
19. The development of the national motorway system is also beginning to make itself felt and communications between the regions have already been improved by the construction of the M.6; by the early 1970's the City will be directly linked with the M.6 along the line of Princess Road and Princess Parkway, whilst the Manchester/Preston Motorway (M.61) should be completed by 1970, together with the M.62 Trans-Pennine Motorway, now under construction. All these proposals will also have an important impact on the pattern and extent of inter-city and inter-regional movement, and will make the services of a metropolitan centre available to an even larger population.

The future role of the Central Area

20. The dispersal of population is in large measure a response to social and technological change; personal mobility and higher standards of living are tending to enlarge the sphere of influence of the centre and the overall population it serves will correspondingly increase. It may be expected that any future reorganisation of local government will be in the direction of the establishment of effective planning units and, together with the formulation of economic policies for the region, these will be additional factors in determining the balance between concentration and dispersal.

21. There are clear economic advantages to account for the continued growth and adaptability of the various city and metropolitan regions; the Manchester centre is no exception, but if the centre, providing as it does for a growing range of specialist services in close proximity to a large market of consumers, takes advantage of economies of scale, there are also disadvantages arising from various forms of congestion, delay and cost of transporting raw materials. At the same time its great strength and resilience encourages and attracts growth and an employed population of hundreds of thousands creates its own market for services.

22. It must be accepted, that there is a degree of competition between the Central Area of the City and other towns in the Region, particularly in terms of shopping and other specialised services. The future role of the centre will rest to some extent on the acceptance throughout the Region, of a hierarchy of 'centres of attraction' and in this respect the independent tradition of some of the older surrounding towns and the growth of the new such as Wilmslow, should not be overlooked. In the general sense however, the future of the Regional centre appears assured; it is an essential part of the European cultural tradition of 'living in cities' where the commercial, economic and political functions are inextricably bound up with the educational, artistic and social life of the community. A concentrated, lively and civilised heart to the City and the Region is therefore seen as a basic policy objective.

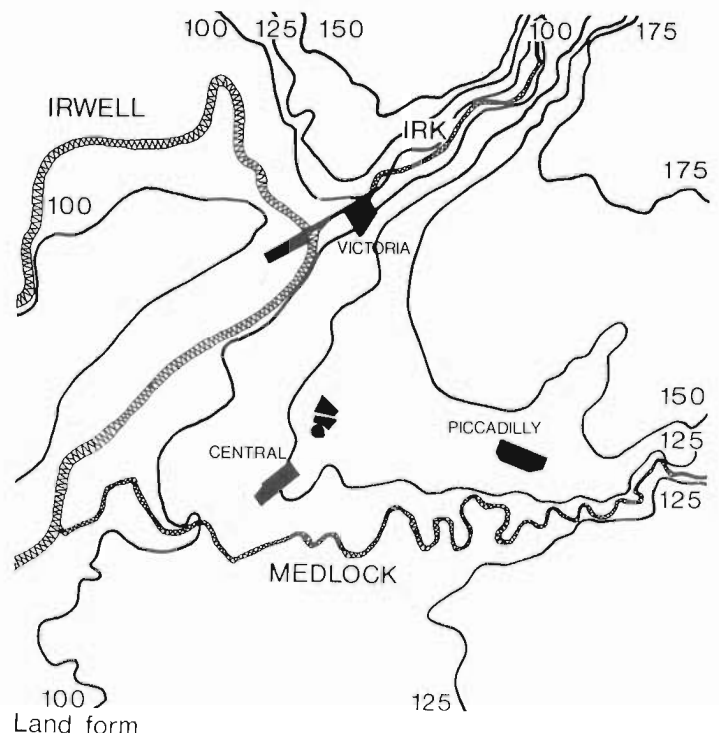


2.City Centre Uses

1. The City Centre is about 1.5 square miles in extent, bounded generally by the valleys of the Irwell and the Medlock with the main line railway stations, Piccadilly, Exchange/Victoria and Central forming a triangle within which most Regional activities are located.

2. Great Ancoats Street marks the broad limits of Central Area uses on the north eastern side ; Mancunian Way is now the effective southern boundary and apart from John Dalton College and the buildings of the Institute of Science and Technology, it separates the central commercial area from the main part of the Higher Education Precinct and the residential areas of Brunswick and Hulme.

3. Although the River Irwell is the natural boundary on the western side and forms the administrative boundary between the two authorities, the Manchester Central Area and the adjoining areas of Salford are in practice closely inter-related. Exchange Station and Victoria Bus Station, both directly opposite Manchester Cathedral, are situated in Salford, whilst recent office development occurs on both sides of the boundary. From a communications



City centre from the west

point of view, in particular, it is essential that there should be a co-ordinated approach, and the primary highway network proposals put forward in this report have been worked out jointly with the City Engineer and Planning Officer of Salford. Similarly, areas which it is evident should be planned comprehensively extend on both sides of the boundary, an example being the area surrounding Manchester Cathedral, and in these cases the proposals concerned have been the subject of joint consultation and acceptance by Manchester and Salford Joint Planning Committee.

4. The City Centre represents by far the largest concentration of employment, containing those commercial, service and governmental activities, without which it would be difficult to identify the City Region as a corporate whole. Some of its main features and characteristics indicate that it is a regional centre of wholesale and retail trade, serving a marketing area second only to London and distinguished by a great variety of department and chain stores, fashion, furnishing and speciality shops. It is a centre of regional and local government, a principal banking centre, the major provincial centre of the newspaper publishing industry and a major centre of television, radio and telephonic communication. It is also a hub of musical and artistic life, offering a growing variety of social and entertainment facilities and a centre of University and Higher Education - the development of which is inextricably bound up with the life of the centre. Finally it is linked to one of the country's most important ports and is the centre of a complex national, regional and local network of road, rail and air communications. The growth of air travel, and latterly the great increase in air freight traffic, underline the importance and future potential of Manchester Airport to the prosperity of the City and the Region.

5. The City Centre proposals cover approximately 1,100 acres, containing all the areas allocated for Central Area purposes in the Development Plan as well as areas allocated for industrial uses within the line of Mancunian Way and the line of the proposed Inner Ring Road; this area of study is shown on Map 2 and is defined in Appendix A.

6. In general terms, the trends affecting the Central Area are common to many of the larger cities which were originally industrial, namely the growth of office and administrative functions accompanied by an increase in service employment, the concentration of retail trade outlets and the replacing of warehousing and other declining activities by more intensive and profitable uses.

7. The major problems of the centre are familiar; growing congestion, the conflict

between pedestrian and vehicular traffic, inadequate facilities for efficient servicing and a street system unsuited to modern transport requirements.

8. The City Centre has reached a critical stage in its development with a high proportion of obsolete buildings, which presents the opportunity to renew and recreate a more efficient and convenient centre worthy of the region it serves. The object is to harness the forces of change so as to reconcile improved accessibility with higher environmental standards and to obtain maximum advantage from limited resources.

9. There are areas in most major cities which may be readily identified as devoted to particular activities and uses; this pattern of activity is very marked in Manchester where the principal groupings are :-

- (i) retail shopping;
- (ii) offices, banking and insurance;
- (iii) civic functions;
- (iv) warehousing;
- (v) entertainment.

10. Most of these uses occur in traditional locations within the core of the City Centre as defined in Appendix A and the distribution of uses is referred to in Tables 1 and 3 of Appendix C. Shopping is concentrated on Market Street, Oldham Street, Deansgate and the St. Ann's Square and Lower King Street area. Upper King Street is the traditional banking area around which insurance and office uses have become established; the major group of civic buildings lies to the south of this area and has attracted other office functions. Entertainment uses are largely concentrated on Oxford Street and Peter Street whilst warehousing occupies most of the area south-east of Mosley Street as far as the River Medlock and is densely concentrated along Whitworth Street.

11. In the following sections the existing and proposed uses contained in the City Centre are examined in more detail.

(i) Shopping

12. The City Centre serves an extensive hinterland and a population far in excess of the 600,000 people who live within the City. It is estimated that it performs a regional function for about 3.5 million people and this could well increase to 4 million by 1981; from figures given in the 1961 Census of Distribution it attracted about 14% of the City Region's trade.

13. The regional characteristics of the centre are shown by the high proportion of the core

devoted to department and variety stores, with durable goods accounting for approximately 75% of the total turnover. The Study Area contains about 7 million square feet of shopping accommodation with about 5 million square feet contained within the core. Department, variety and chain stores account for about 40% of the total shopping area in the core, or about a third of all the shopping in the Central Area, as shown in table 7 of Appendix C.

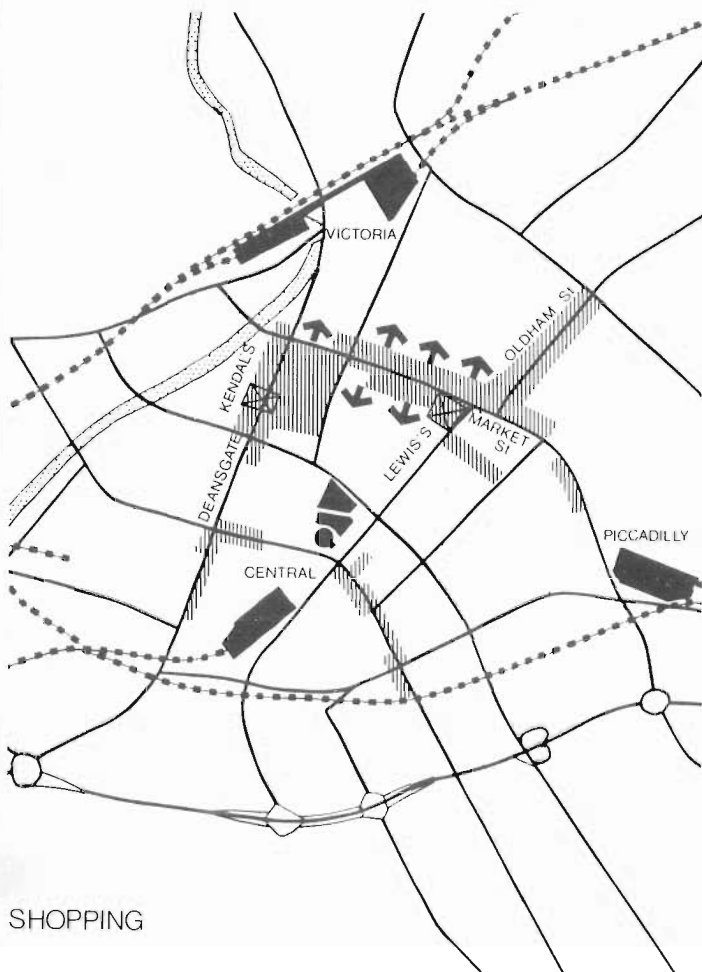
14. The main shopping area is centred on Market Street, with a continuous frontage of fashion and shoe shops, dominated by major department and variety stores at each end. The street is the heart and centre of the popular retail fashion trade and is in effect a corridor, or connecting link, in a shopping pattern which is 'Z' shape on plan and about 1,000 yards in length.

15. It is not a very compact shopping centre and has tended to be polarised; the 'quality' shopping has concentrated in the vicinity of King Street, St. Ann's Square and the Kendal Milne Department Store, whilst the 'popular' shopping has centred around Lewis's and Paulden's stores at the eastern end of Market Street and along Oldham Street where a number of stores, including C. and A. Modes and Affleck and Brown are to be found; Piccadilly Gardens has discouraged the expansion of shopping further eastwards towards Piccadilly Station.

16. The removal of Marks and Spencers to a new building in the Market Place area, (the site of the medieval market place and incidentally of the first 'penny bazaar') which forms a pivot between Market Street itself and the St. Ann's Square area, has tended to close up the gap left by war damage and the redevelopment potential of the Market Street and Market Place areas for shopping is likely to contribute to a more compact and continuous pattern in the future.

17. A subsidiary cluster of shopping is to be found in the entertainments area on Oxford Street, which extends from St. Peter's Square to Oxford Road Station. Motor car showrooms are located just beyond the main shopping area in Peter Street and between Kendal Milnes and the railway viaducts at the southern end of Deansgate. The characteristic pattern of retail and service shopping reflects the way in which the centre has grown.

18. A shopping study was undertaken in 1962 with the primary objective of establishing the location, character and extent of shopping existing at that time, broadly within the area defined as the core in Appendix A; at that time many major schemes to provide ambitious shopping developments were being put forward by developers. Although there is an undoubted demand for some additional and well located shopping space, if all the major schemes which have been put forward tentatively



over the past six or seven years had been built, the present total shopping area in the core would have been increased out of all proportion. Some developers optimistically tend to assess the potential of their schemes against existing conditions on the basis that they will be 'first off the ground'. Schemes carried out on such a basis would be mutually self-defeating and permissions given could be virtually licences for failure.

19. Increased shopping facilities in one location may be at the expense of facilities elsewhere and this would clearly have serious affects, resulting in dereliction and fragmentation of the shopping centre.

20. Although it is almost impossible to predict with any degree of certainty or accuracy, precisely how much shopping the City Centre will eventually support, the view has been taken that new major shopping development should be located to consolidate the shopping area and phased to keep in step with evident demand.*** The fact that much of the shopping centre is obsolete and substandard suggests that whatever the ultimate position, considerable redevelopment and replacement is essential to maintain and improve its position as a centre of attraction. The pattern of the shopping centre needs reshaping and advantage taken of the opportunity to provide good car parking facilities for the motorist shopper, more convenient access to public transport, and safe and inviting conditions for the pedestrian.

21. The redevelopment in depth of the mainly obsolete area to the north of Market Street, together with a scheme for which outline planning consent has been granted in the Market Place area, would, if implemented over the next decade, increase the total shopping floor space in the study area by 700,000 square feet or 10% - on the assumption that there was no reduction in the area of shopping elsewhere in the centre.

22. In these circumstances, and certainly until the point of balance can be worked out more accurately in a regional context, it would appear unwise to permit or provide for extensive shopping development in other parts of the City Centre, which would be liable to dilute and disrupt the shopping pattern to the disadvantage of both the new and the old. The first priority must be to improve the accessibility and quality

*** Shopping floor space statistics for the City Region area are not yet available. Even if the existing and proposed floor space was available for all the central areas of the County Boroughs, there would still be many other variables to take into account. It will be necessary to carry out more sophisticated studies into shopping on a broader basis although it is hoped to derive further useful information on the journey to shop and household expenditure patterns when the S.E.L.N.E.C. transportation study material becomes available.

of the present centre, taking advantage of its redevelopment potential. If renewal, not only of the shopping area, but of other parts of the Central Area strengthens the position of the regional centre and stimulates demand beyond this capacity, then consideration can be given to the development of other potential shopping areas.

23. This policy, which of course refers to major shopping development and not to smaller groups of subsidiary and convenience shopping, is not new and has been in operation for a number of years. The first Comprehensive Development Area proposals which have been submitted to the Minister of Housing and Local Government are centred on the Market Street area, and underline the primary objective of redeveloping the regional shopping centre in its existing traditional location. They have been put forward against the background of a consistent policy of resisting large scale shopping developments on unrelated or fringe sites which would have militated against the consolidation and improvement of the City's main shopping centre.

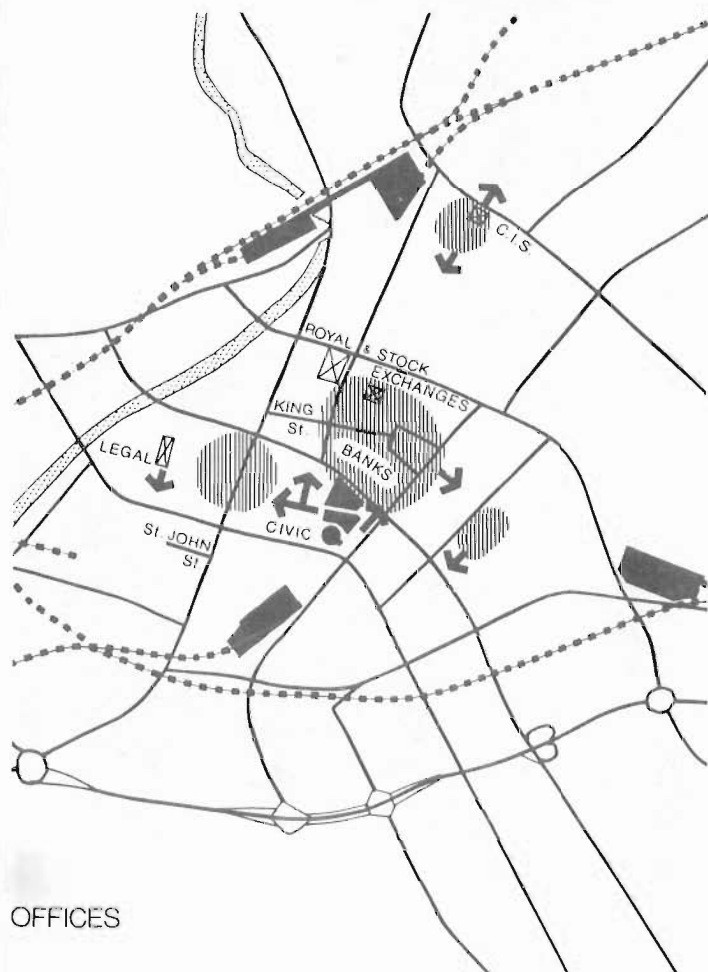
24. To be competitive, there is no doubt that Manchester's shopping centre will require to be not only convenient and efficient, but also outstandingly inviting and attractive. Details of the proposals for the development of the Market Street area are referred to on Page 56 of this Report.

(ii) Offices

25. Offices and banks now account for about a quarter of the total gross floor space in the study area; there is an equal amount of warehouse space but the similarities end there. A quarter of the 14 million square feet of office space has been built since 1948; over 60,000 people or 42% of the working population in the centre, are office employees. In contrast, there has been a steady decline in warehousing functions and employment and less than 19,000 persons are employed in this sector.

26. The area immediately south of Market Street and bounded by Cross Street, Princess Street and Mosley Street, contains most of the major banks, the Stock Exchange, the General Post Office, insurance companies and associated professional offices; this is the commercial heart of the City where the prestige buildings are to be found, such as the Midland Bank and Ship Canal House on King Street. The tradition is being continued and buildings recently completed include the new Barclays and Williams Deacons Banks, and a new Headquarters for the District Bank is being constructed on King Street.

27. Some of the early post-war office development was carried out on sites acquired by



the City following war damage, and the great majority of the schemes which have been, or are being built, are for owner occupation or for a definite client. Where offices have been built to let, as a commercial venture, there has so far, in general, been little real difficulty in letting them. The establishment of regional offices of various ministries, and the need to replace substandard accommodation, has undoubtedly contributed towards a steady demand for space.

28. The office development in the Central Area is highly concentrated; there are over 8 million square feet in the core area alone which contains all the banks, most of the insurance offices and virtually all the professional offices. (see table 8 of Appendix C). Two important exceptions however, are the fine developments of the Co-operative Wholesale Society Headquarters and the Co-operative Insurance Society Building, which are situated at the junction of Corporation Street and Miller Street, outside the commercial heart, and further development is likely to take place in this area.

29. There is no doubt that there will be a continuing need for new office accommodation, if only to replace the least satisfactory element of the 10 million square feet of pre-war offices, which cannot be made economically capable of meeting the minimum standards called for by the Offices, Shops and Railway Premises Act of 1963. There is a considerable volume of office space in former warehouse buildings, particularly in the Whitworth Street area, where some of the buildings are very substantial structurally and this emphasises the decline in warehouse functions and the reluctance to pay higher rental values for new accommodation. With one exception, there has been little evidence of office space in new buildings remaining empty for any length of time, although there has been a steady growth in the amount of old property becoming vacant. (See table 9 off Appendix C). Banking and insurance functions are growing and so also is the demand for more space by Central and Local Government.

30. One of the difficulties which undoubtedly slows down the process of redevelopment, is that although many office premises are substandard, firms are not attuned to the prospect of paying economic rentals for new accommodation, even although the corresponding figures in Central London might be three times as great.

31. The rate of growth of commercial activity will depend on wider economic factors and on the effect of national policies aimed at restricting office growth in the Midlands and the South East. If the trends of the last ten years are projected, most office building is likely to be replacement, and the allocation in the City Centre Map will be more than sufficient to take account of this and any additional net growth.

(iii) Civic Functions

32. The Central Area provides the location for both the ceremonial and administrative functions of the City Council. These are at present mainly accommodated in the Old Town Hall and the Town Hall Extension. These buildings form the nucleus of the 'Civic Area' allocated in the Development Plan for general civic, cultural or other special uses. Within this area, which extends westwards as far as the River Irwell between Bridge Street and Quay Street, are situated the Police Headquarters, the Courts of Justice, the City's Education Offices - now located in Crown Square, and a number of other buildings completed in recent years.

33. A report by the City Architect and the City Planning Officer on municipal accommodation (Appendix F, Report No. 18) recently analysed the growth in Local Government services and employment. At the present time about a third of the municipal offices are located outside the civic group and it was estimated that if the rate of expansion of services during the past fifteen years were to be projected, an additional 800,000 square feet of space would be likely to be required over the next ten to fifteen years, to alleviate overcrowding, to cater for additional staff and those at present accommodated outside, the Town Hall, and for extensions to the Central Library and the Police Headquarters. It is proposed that sites that can readily be linked to the Town Hall should be acquired for municipal purposes to provide for present and future needs. Plans have been approved for a new Magistrates' Court, to be built adjoining the Courts of Justice in Crown Square and there is also a proposal to erect a new County Court and extensions to the existing Courts of Justice.

(iv) Warehousing and Industry

34. The significant fact revealed in the 1966 Land Use Survey, is the extent of warehousing space distributed evenly throughout the study area, while industry is concentrated in the fringe areas. (As shown in Table 10 of Appendix C). The City Centre was traditionally



the location for textile warehousing and distribution; many of these uses are now housed in obsolete buildings or in areas made obsolete by inadequate servicing facilities. The canals and rivers at an earlier date provided access and water resources for warehousing and industry respectively; a number of industries still remain in the Medlock Valley on the southern side of the Central Area, some of which have not changed for a hundred years. Many of the older industrial uses are declining, especially those connected with cotton and textiles generally and even if Board of Trade policy on location of industry were to change, Central Area locations would not be suitable for the establishment of major new industries. At the present time, establishments dependent on a high level of service accessibility are tending to move outside the central core to sites better related to the primary road system and from a planning point of view it is desirable that this trend should be encouraged to free the central street system from as much heavy goods traffic as possible.

35. These various trends may be seen now, with many stores taking deliveries to their premises direct from the factory, whilst Lewis's and Kendal's have their warehouses well outside the Central Area. The Manchester Guardian and Evening News are also planning to move from their congested site in Cross Street. The Abattoir, formerly located in the Water Street area, has already moved out to a modern complex of buildings at Philip's Park and within a few years the Smithfield Wholesale Fruit and Vegetable Market will close after a new market, to be built at Gorton, is completed.

36. The locational criteria for industrial and storage uses include good access to the national motorway system by means of the primary road network, absence of congestion and the availability of land lending itself to economic development that will enable modern handling techniques to be used. The linkage to the Central Area is now essentially on the distributive side and now that the 'liner train' concept of railway freight services is being developed, good road access to the freight terminals and transfer

depots replaces direct rail access as a criterion.

37. The City Centre Map assumes that decentralisation of warehousing and industrial uses will continue to take place from the central core area of the City. The removal of warehousing from the core alone would release a large area of land for commercial and other purposes. It is envisaged that the area required for industrial use will increase by about a fifth, but in the future this will include provision for warehouse and storage uses moving out from sites in the core, with their high values and attendant problems of accessibility, servicing difficulties and congestion.

38. The industrial allocation (which will include storage and warehouse functions) amounts to 287 acres and is located largely on the south-eastern and south western sides of the Central Area. This should be adequate to ensure that light industrial or warehousing concerns which have important linkages to Central Area functions, can be relocated in close proximity and yet obtain good access and servicing arrangements.

(v) Entertainment

39. Manchester is known for its high level of musical and artistic activity but unfortunately this is not altogether reflected in the extent and quality of the facilities available. Apart from the reconstruction of the Free Trade Hall following war damage, the recently opened University Theatre, and the new Renold Building of the Institute of Science and Technology which is made available for musical and other activities, there has been no modern or post-war accommodation built for music, opera, ballet, sport or recreation, in the Central Area.

Major Entertainment in the form of cinemas, theatres, public halls, clubs and restaurants, the Midland Hotel, Y.M.C.A., and the Central Library are located mainly along Oxford Street and Peter Street, on the southern side of the City Centre.

Apart from the Opera House, situated on Quay Street, and the City Hall off Deansgate - which is used for exhibitions, the Palace Theatre, the

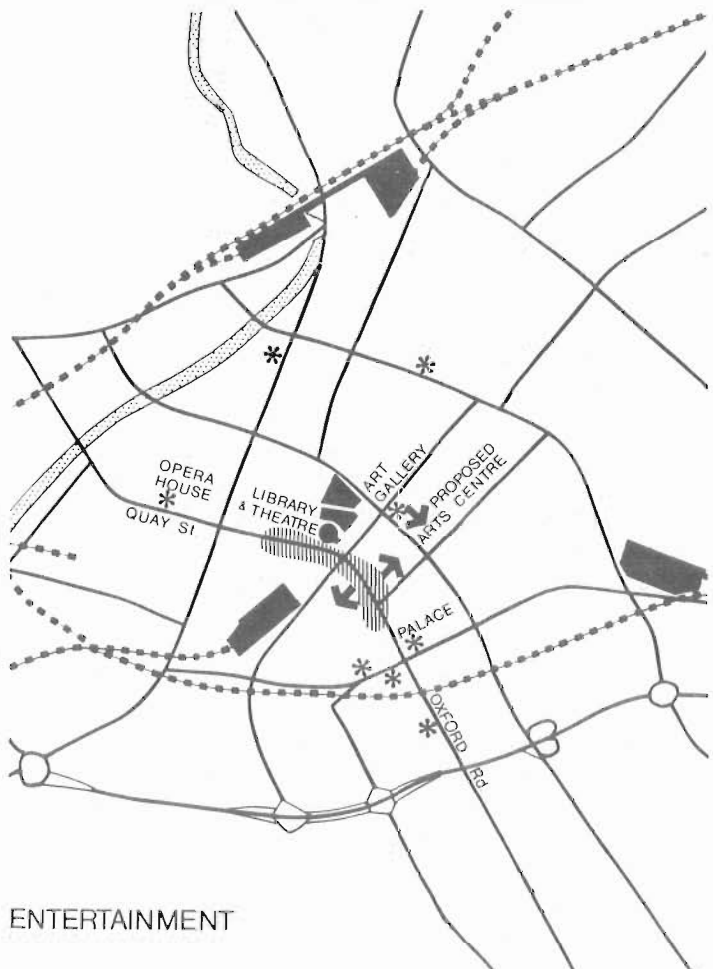
Library Theatre, the Free Trade Hall, the Albert Hall, as well as most of the City's main cinemas - including the Gaumont and the Odeon, are all in close proximity. About 60% of these facilities lie within a quarter of a mile of the junction of Oxford Street and Portland Street. The City Art Gallery, the Portico Library and the Literary and Philosophical Society are all close at hand.

40. The City Centre Map proposals provide for an area of 35 acres on either side of Oxford Street to be redeveloped predominantly for cultural, entertainment and leisure activities, including the establishment of a major regional arts and entertainment centre within the area bounded by Charlotte Street, Portland Street, Chepstow Street, Great Bridgewater Street, Lower Mosley Street and Mosley Street. The City Council, in March 1965, authorised the preparation of Comprehensive Development Area proposals in respect of the area proposed for the Arts Centre and certain adjoining lands, at present occupied in the main by old warehousing accommodation.

41. The main impetus which led to the proposals for an Arts Centre came from negotiations that took place and are continuing with the Arts Council, with a view to the establishment of a new Opera House with a resident company, that would enable first class opera and ballet facilities to be established on a semi-permanent basis for the first time outside London. The support of the Minister of Arts for this proposal has been expressed and a suitable site is available within the area.

42. Negotiations are also proceeding with a view to the establishment of a new live theatre project within the centre and discussions have been held with the National Film Theatre for the inclusion of a cinema also. In the meantime, the National Film Theatre plan to establish themselves in the area and build up an audience by utilising an existing cinema in Oxford Street.

43. Another important element to be provided



ENTERTAINMENT

in the proposed Arts Centre is an extension to the main City Art Gallery in Mosley Street and restaurants, offices, studios and other facilities would also be included. Comprehensive planning proposals have been prepared for the whole of a wider area indicating how these various entertainment and cultural uses might be related and these are described later on in this report; a working party is also investigating the provision of a Museum of Science and Technology within this area.

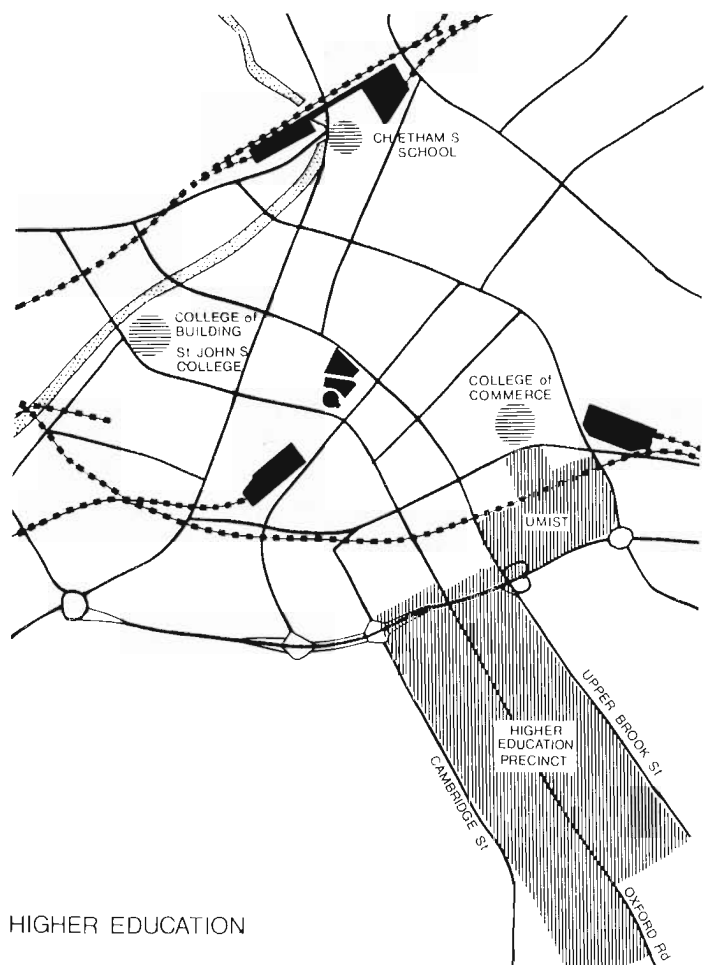
44. Preliminary proposals have also been put forward for about 23 acres of land at present occupied by Central Railway Station (the closure of which has recently been approved by the Minister of Transport) and the Deansgate Goods Yard which has already closed. This area is particularly suitable for the provision of major car parking facilities to serve the City Centre as a whole, but the site could also be exploited for recreational and entertainment purposes. It has been suggested that the fine Train Hall, listed as a building of architectural or historic interest, might be used for exhibition purposes, although no decision has yet been made and alternative proposals for this use, outside the City Centre, are also under consideration. The existing City Exhibition Hall which is situated nearby, will be affected by a major highway proposal and is reaching the end of its useful life. The introduction of a variety of uses for recreation and exhibition purposes on this site, (which is adjacent to the entertainment area of the City) would enable advantage to be taken of a variety of services including car parking and would undoubtedly act as a stimulus to other development in an area which is otherwise just outside the main centre of activity.

45. A regional centre of the size and importance of Manchester should be able to offer a range of entertainment and leisure pursuits second to none, and the most efficient use of costly facilities for opera, ballet or sport will clearly be achieved if they are located in the heart of the conurbation where

they are most readily accessible to the largest population and can serve the widest catchment area. Moreover, the establishment of primary facilities of this nature will generate a demand for limited service activities such as restaurants, coffee bars, night clubs and hotels - all welcome features of the life of a City which is already more lively 'after hours' than many of its counterparts.

(vi) Education

46. The centre has strong educational traditions. Originally Chethams School (which still remains adjacent to the Cathedral), the Grammar School, Owens College and the Mechanics Institute - later to become the College and then the Institute of Science and Technology, were all located in the



HIGHER EDUCATION

centre. As the City grew some moved out and today higher educational facilities are now located in three main areas.

47. Owens College developed into the University complex we know today, some distance to the south of the centre, and other City Colleges have also been built in this area, with the new John Dalton College of Technology within the centre north of Mancunian Way. The Manchester University Institute of Science and Technology has expanded, and the original College Building in Whitworth Street is now only one of a complex of its buildings within the centre; the new College of Commerce, the Mather Training College and the Central Grammar School for Girls are all located nearby. In addition there are colleges for further education on the opposite side of the centre, namely the new St. John's College and the College of Building in Hardman Street. All these institutions meet a regional demand and provide a service that only a large centre of population can support.

48. The original Development Plan allocated 12 acres within the study area for educational purposes. The expansion of higher education facilities meant that this allocation was insufficient and in 1956 and 1961 the City Council decided to reserve a further 27.5 acres primarily for extensions to the Institute of Science and Technology. Subsequently, amendments to the Development Plan have been approved which recognise these and other allocations totalling 31 acres, as far as the study area is concerned. In addition two colleges, the St. John's College of Further Education and the College of Building have been built on 9 acres of land originally allocated for general cultural or other special uses and the new College of Commerce and the Mather Training College occupy 6 acres of land originally allocated for Central Area purposes. The additional land required for education within the study area has thus resulted in the original Development Plan allocation being increased by some 46 acres and this is reflected in the City Centre Map, which makes provision for 58 acres to be devoted to educational and allied purposes, including the National Computing

Centre development

49. The requirements of the University, the Institute, the City Colleges and the United Manchester Hospitals are being co-ordinated by means of the joint planning proposals for the Higher Education Precinct, an area of 280 acres, which have been drawn up by Messrs. Wilson and Womersley and which are referred to in more detail later in the report. It is possible that further areas between the Higher Education Precinct and the heart of the City Centre at present primarily occupied by warehousing and industrial uses may eventually have to be considered for educational purposes and these areas will be the subject of further study.

(vii) Residential

50. Until midway through the nineteenth century a large proportion of the population actually lived in or close to the City Centre. The growth of the railway system and the increase in warehouse functions resulted in residential uses being pushed further out from the centre.

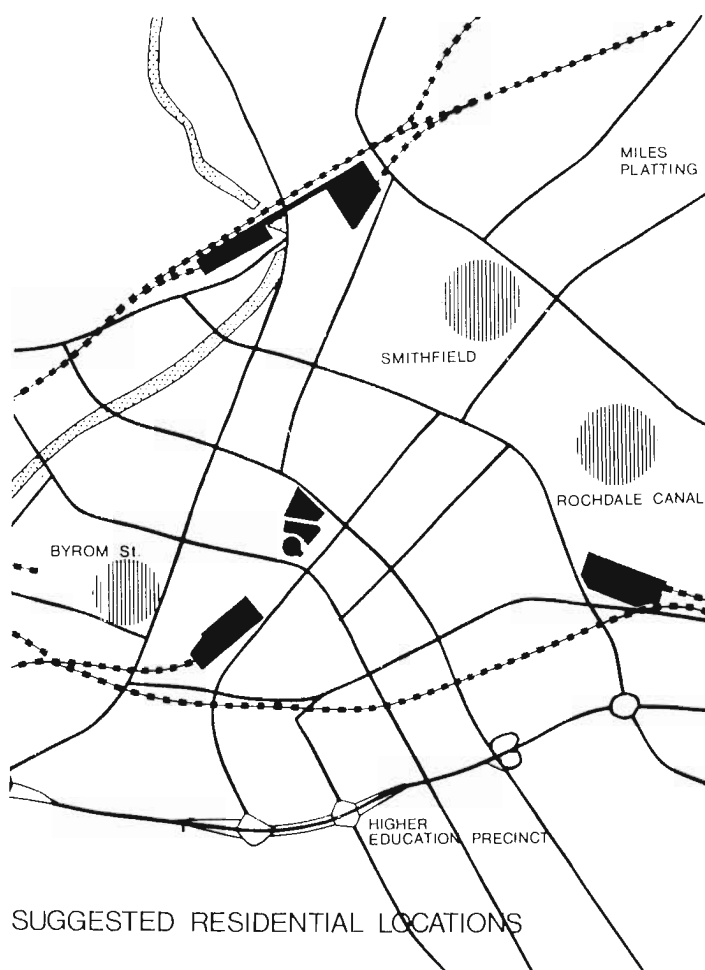
51. In more recent times development for commercial purposes has reduced still further the provision of residential accommodation and although about 4,000 persons still remained at the last census in the study area, only the Lower Byrom Street area may be identified as remotely residential in character. Even in this area, apart from the fine and well cared for Georgian town houses on John Street occupied in the main by medical consultants and professional offices, most of the remaining accommodation is sub-standard and much of it is subject to clearance proposals.

52. From a planning point of view there is a strong 'prima facie' case for reversing the historical trend and encouraging the re-establishment of residential use in the Central Area of the City. The reasons include :-

(i) The provision of accommodation for

people working in or near the City Centre and reduction of the 'journey to work' problem, critical from an accessibility point of view.

- (ii) Provision of dwellings in the City Centre of whatever kind, adds to the overall housing stock and is likely to make a contribution, directly or indirectly, to the housing programme.
- (iii) People living in the centre would stimulate the growth and prosperity of the centre itself, enabling greater use to be made of the facilities provided. They would help to bring life to the City at all hours and introduce the more human scale and element particularly recognisable in parts of London and other capital cities.



53. Unlike shopping, offices and commercial development, residential accommodation is the one use where it is possible to say that there is virtually no limit to the demand, provided it can be built at a cost which can be afforded and provided also that it is carried out on a scale that enables good environmental conditions to be obtained. The greatest environmental obstacle was overcome when the City Centre became smokeless and it is the economic hurdle that now has to be surmounted.

54. The results of surveys have confirmed what had previously been suspected, namely that the area which was allocated in the Development Plan for business and shopping was more than adequate to meet foreseeable needs. There is now also considerable evidence that the real demand for commercial development on the periphery of the centre is by no means unlimited. The introduction of residential use would not only serve to take up some of the 'slack' resulting from the replacement of declining warehousing uses by much more compact and intensive office development, but it would in turn stimulate the provision of further shopping and other facilities that would otherwise not be viable, thus contributing to the commercial life of the centre as well.

55. A way of helping to off-set the land cost element, a reflection of the high values associated with the previous Central Area uses, is to include a proportion of commercial development in any scheme, the mixed uses providing an opportunity to achieve an interesting and truly urban scale. There are several ways in which it is proposed residential accommodation should be provided on redevelopment :-

- (i) Where there is the opportunity to create an area which is predominantly residential in character, although including a relatively small percentage of other commercial uses, and where the area is sufficiently large to provide the ancillary facilities necessary for ordinary family living. It is

considered that the Smithfield area will be suitable for this form of development, once the Wholesale Market moves to its new site in Gorton, and comprehensive planning proposals are at present in course of preparation.

- (ii) The next case is where the site is of sufficient size for the redevelopment to create a new improved environment of its own, but not sufficiently large to consider the provision, for example, of educational facilities. Again a proportion of the land cost would be absorbed by the inclusion of an element of commercial development. The Lower Byrom Street area, already referred to, is suitable for this form of development, the Deansgate frontage for example, being devoted principally to commercial uses. Again detailed proposals are at present in course of preparation.
- (iii) Finally there is the opportunity to include an element of residential accommodation in predominantly commercial development. An example is the proposal already approved for the Corn Exchange area in the vicinity of the Cathedral, where a block containing flat units is incorporated above the podium level. Other areas which would lend themselves to a proportion of housing as part of the comprehensive development, include the area to the east of Lower Mosley Street, the Central and Deansgate Goods Yard areas and the Market Street redevelopment area.

56. In relation to the last two categories, there is no doubt that there is a latent demand for accommodation of a specialised nature catering in the main for professional business people, single people and small households who would best be able to make use of City Centre facilities and would not require the full range of community services normally planned in association with a residential area. This is, of course, subject again to the qualification that the costs should be within reason and that the flats themselves and their outlook should be reasonably attractive. There is no evidence, as yet, in Manchester of any general demand by firms to maintain accommodation for visiting executives, in the way that is common in London, but, if suitable accommodation were available, interest might well develop.

57. About 100 acres of the study area are considered to have potential for residential development and dependent on more detailed

study, it is possible that accommodation could be provided for approximately 2,000 dwellings.

58. The City Centre performs an additional regional function in providing residential hotels and ancillary functions which cater for business visitors, conferences and meetings, as well as complementing the leisure facilities of the City. The Central Area contains three major hotels, one of which has been built in the last five years, but there is still a serious shortage of hotel rooms of modern standard.

59. Discussions have already taken place with developers regarding the inclusion of hotel facilities in the Market Place development, the north Market Street Area and Lower Mosley Street. Another location that could appropriately include an hotel within proposals would be the Byrom Street area of lower Deansgate.

(viii) Transport

60. When the railways and canals were established they did not in general penetrate to the centre of the City, but provided terminals on the fringe with large areas devoted to goods traffic; these uses today represent approximately an eighth of the land area in the City Centre. Many of these facilities, in particular central goods depots, canal basins, and other ancillary warehouses, have become redundant and the land is now non-operational and ripe for redevelopment. As a result, large areas of land around Piccadilly Station, Central Station and the Deansgate Goods Depot will become available for other purposes; similarly, the Rochdale and Ashton canal basins, closely associated with the land at Piccadilly Station, are in a derelict condition and offer considerable opportunities for redevelopment.

61. There is adequate land within the core of the City to cater for shopping, office and general commercial requirements that are likely to be required in the foreseeable future and detailed consideration is being given to the possible uses which could be located in these former transport areas. The City is short of land for both open space and residential purposes and in addition, many of the sites referred to are particularly well located for mass car parking.

62. The Rochdale Canal, whilst still navigable in the City Centre is no longer used commercially; it could however, provide a pleasant pedestrian system in the southern part of the City Centre, linking various open spaces and appropriate public uses between the canal basin and Central Station. This

would then provide a link to the proposals now under consideration for that section of the Rochdale Canal to the east of the City Centre.

Land Use Changes in Perspective

63. To summarise, the proposals for future land use (Map 7) represent significant changes in allocations, based on a more detailed knowledge of existing use categories and trends than has been possible hitherto. The most important is a reduction of about 100 acres in the area allocated in the Development Plan for shopping, commercial and civic uses, which arises primarily from the knowledge that these uses, even when generous allowance is made for anticipated growth, can be contained in a more compact area. The decline in warehouse and storage uses and the realisation that these can no longer be carried out efficiently in the heart of a great commercial city, is a fundamental factor in this re-assessment.

64. Instead of being grouped with office use, the structural changes which are taking place in the requirements of the textile, warehousing and distributive trades have been recognised by providing for warehousing in an area on the periphery of the Central Area, with good access, covered broadly by an industrial notation. This area is larger than the original Development Plan allocation for industry and already contains a high proportion of storage and light industrial functions.

65. Within the reduced area of about 390 acres now proposed for Central Area uses, there are six areas comprising some 140 acres for which no comprehensive proposals have yet been prepared and which require further study. The areas north of Mancunian Way, between the Higher Education Precinct and commercial centre proper, are not yet ripe for redevelopment and the Whitworth Street area in particular contains a number of substantial buildings. On the eastern fringe of the City Centre in the Newton Street area, the predominantly large old buildings still have a number of years of useful life remaining whilst in the west, a large part of the linear area south of Central Station will be required for the City Centre Road.

66. An additional 78 acres are suggested for primarily residential use, most of which is allocated for business and shopping in the Development Plan; there has also been an increased area allocated by amendment to the Development Plan for educational purposes.

67. About 30 acres of railway land are likely to become available in the short term for other use, some of which was used for warehousing purposes and additional land may become available in the future.

68. Although car parking does not appear as a separate item in the tables, it has been assumed that in some cases this will be provided as an integral part of redevelopment including other uses. The amount of vacant land is not indicated in the tables separately as many sites are only temporarily vacant prior to rebuilding and are generally used for temporary parking purposes. Few sites have remained vacant for any length of time in the City Centre though there are other vacant sites on the periphery, the Rochdale Canal basin and Strangeways areas being the two most important.

69. The proposals would allow for change and growth; there is enough land to meet all foreseeable needs, apart from commercial requirements, including social, cultural, recreational, educational and entertainment facilities - all the buildings and activities expected in a metropolitan centre. However, apart from considerations of land use, there is the all important question of environment; a communications and circulation framework that will ensure accessibility without destroying the quality of city life, that will allow for pedestrian and vehicular circulation and the creation of new traffic free areas and pleasant surroundings.



3. Circulation and Communications

1. Any City Centre Plan has to represent a reasonable balance between the three variable factors of accessibility, environment and economy enunciated in the Buchanan Report. Indeed it may be said that the whole future of cities depends on being able to provide a sufficiently high degree of accessibility to ensure that they can function efficiently and conveniently whilst creating an environment of quality to make them centres of attraction. The essential relationship between land use and the planning of the whole transportation system, public and private, is now being increasingly realised and accepted, although the techniques are as yet imperfectly worked out and the research and survey information needed is complex and demanding in terms of time and resources.

2. In the Manchester area, work is proceeding on the conurbation transportation survey for the City Region, the first attempt to survey and rationalise the transportation system as a whole in relation to the existing and future land use pattern, as distinct from a purely highway planning exercise; the results of this survey are not expected to be available until mid-1969. Although they will clearly be relevant to the planning of the Manchester City Centre, the heart of the conurbation, it is necessary to make progress in the meantime and to rationalise as far as possible the circulation and communication structure, in order not to delay the reconstruction of areas that are overdue for redevelopment.

3. The circulation structure on which the present City Centre Map is based relates to three major reports, namely the S.E.L.N.E.C. Highways Plan of 1962, * the Joint Report on Car Parking of 1967 and the Joint Report on the City Centre Road of 1967, and it will of course be revised and amended if necessary when the transportation survey information is available. Reference should be made to the three reports referred to above for more detailed explanations of highway planning in relation to road capacity and car parking policy and proposals, as this document only attempts to give a broad picture in relation to the planning of the City Centre as a whole.

4. The primary road network proposed for the conurbation in the S.E.L.N.E.C. Highway Plan envisaged an expenditure of £300 million in the twenty year period to 1982 and the present and expected rates of investment for the area would show that it appears

* A Highway Plan 1962;

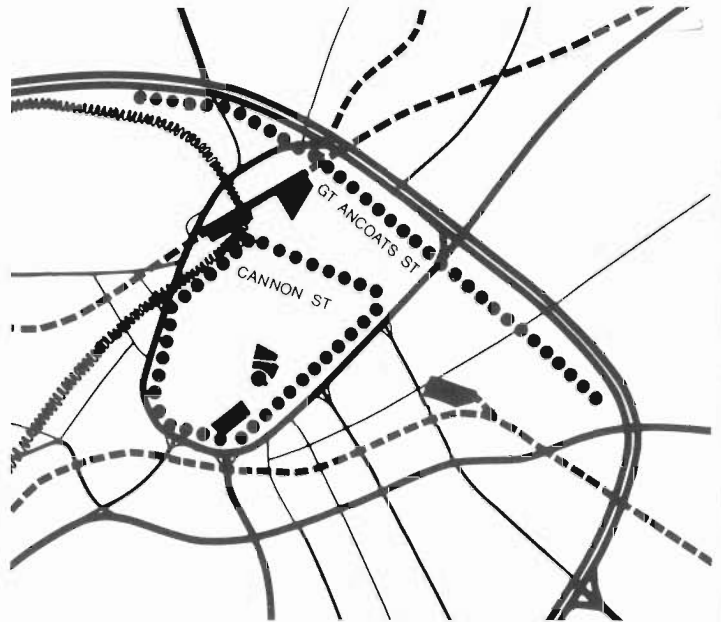
South East Lancashire and North East Cheshire area highway engineering committee; the other two reports are listed in appendix F.

reasonable to regard the £300 million as being the upper limit for the period. Moreover, as far as the City Centre is concerned, the availability of routes for primary roads is severely limited by economic and environmental considerations. Where car parking facilities are concerned, the essence of the proposals put forward in the Joint Report on Car Parking is the balancing of parking facilities with road capacity in peak and off peak times in step with the improvement of the road system. The strategy of location is influenced by the availability of potential sites and areas where a satisfactory relationship can be obtained either to the primary or secondary network, according to the purpose for which the car parks are intended.

5. To this extent, it seems reasonable to anticipate that the results of the transportation survey, when available, will be more likely to lead to a refinement rather than a radical re-assessment of the circulation arrangements on which this first City Centre Map is based. With regard to public transport, studies are being undertaken at the present time with particular relevance to making better use of existing rail facilities and their possible extension, including the introduction of an entirely new Rapid Transit line. Although these studies are by no means complete, they are being considered against the background of the Central Area land use and circulation pattern now put forward.

The Primary Road Network

6. The road system in the City of Manchester Development Plan was basically a ring and radial system, a 'spider's web', and the innermost ring was planned to follow the line of Portland Street, then to run behind Central Station and along Lower Byrom Street and Gartside Street until it reached the River Irwell at Albert Bridge. It was then to run along a structural deck over the Irwell itself, coming off the River to run along the City side of the Cathedral and completing the ring



Primary road proposals, which would supercede Development Plan alignments, shown in round dots

along Cannon Street, joining up with Portland Street again at Piccadilly Gardens. The other road proposals closely affecting the Central Area were a part of the second ring, the Inner Ring Road, which passed in front of the present site of the C.I.S. building and along Great Ancoats Street. In addition a link road, (then known as Route 17/7) was planned on the south side of the Central Area between the City Centre and Inner Ring Roads; the link road is now known as Mancunian Way and is in operation. This system, with an adjustment to the Inner Ring Road, involving its relocation north of and parallel to its original line along Great Ancoats Street, was the network analysed and incorporated into the 1962 S.E.L.N.E.C. Highway Plan.

7. It was the City Centre Road in its original form that presented such serious problems from both the environmental planning and constructional points of view. The small circumference of the ring, so close to the core, the frequency of the junctions and the location of very substantial statutory undertakers' services, created considerable engineering design problems.

8. From a planning point of view, the increasing complexity of the road, compared with the original single level conception, had many undesirable effects, of which undoubtedly the most serious was the visual and actual physical separation of the Cathedral and Chetham's Hospital, the historic nucleus of the City, from the remainder of the Central Area. With the exception of Central Station, which is now proposed for closure, all the main railway stations were outside the ring which also tended to seriously impede local connections to and from the adjoining areas of Salford.

9. In consequence, it was necessary to reconsider the inner framework in the light of new standards and the revised proposals, which were reached in consultation with Salford after a considerable amount of study by both Authorities, are described in detail in the Joint Report on the City Centre Road.

City Centre Road

10. The Primary system, as now proposed, consists of two main new links, tangential to the Central Area. The first will run from the end of Mancunian Way and Chester Road northwards, entering Salford at Albert Bridge and running on the Salford side, behind Exchange and Victoria Stations, to connect with the Inner Ring Road in the Strangeways area. This replaces the old City Centre Road along the Irwell and past the Cathedral and avoids cutting off the Cathedral and the stations from the City Centre; it makes it possible to provide much better circulation between Salford and the Manchester City Centre, whilst it also reduces its impact on the area to the west of Deansgate. The second main link is on the north side of the City Centre where it is combined with the Inner Ring Road to provide distributor facilities. The complex and space consuming roadworks necessary between the two links at Strangeways will be sited in an area which is generally ripe for redevelopment, thus avoiding the introduction of motorway scale junctions into the Central Area itself.

11. The third and southern side of the primary road triangle has presented problems not so amenable to solution. From an environmental point of view, it would have been advantageous to plan on the basis of Mancunian Way forming the inner-most primary link; this would have made it possible to enclose within the primary system both Piccadilly Station and the old and new commercial development on the southern side of Portland Street, which is essentially part of the central business heart of the City. Mancunian Way however, was designed with a limited capacity, one of its main purposes being to relieve the City Centre of east-west traffic proceeding from the industrial area of Trafford Park in the direction of the Pennines. Traffic generation studies however, indicated that the area enclosed by the primary road triangle - if Mancunian Way were to be regarded as the southern side, would have been too great and investigations also revealed



that Whitworth Street was incapable of being developed as a workable solution.

12. It has therefore, been necessary to accept Portland Street as a main distributor and the link on this side of the Central Area will run from the junction of the Inner Ring Road with a diversion of Oldham Road, along Newton Street, Portland Street, Chepstow Street and behind Central Station to join the new western link through Salford. It is proposed however, that the length along Portland Street would ultimately be depressed, to allow adequate secondary cross connections and minimise environmental disruption. The junctions with the London Road radial and the secondary route along Cannon Street have been designed to avoid the damage to the space enclosing Piccadilly Gardens that would have resulted from the original Development Plan proposals.

13. The primary road network described above has been tested by the carrying out of preliminary traffic generation studies, details of which are included as an appendix to the Joint Report on the City Centre Road.

The Secondary System

14. Within the triangle formed by the primary network, large scale road improvements have been discounted because of the cost, not only in financial but in environmental terms. The secondary system is being considered in conjunction with the strategy of car parking, aimed at siphoning off as much as possible of the private car traffic directly from the primary systems, leaving the secondary system to deal in the main with public transport, servicing and short-stay traffic. It is based essentially on the existing main street pattern, which has a restricted capacity and the intention is to enable the best use to be made of this network by planning for the separation of pedestrians and vehicles, by limited improvements to the main routes and by the use of traffic management techniques where these can be adopted without serious

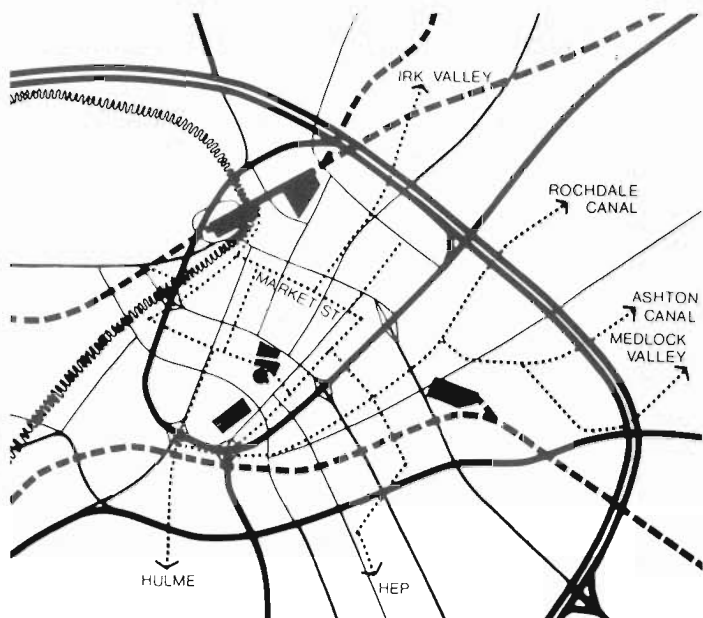


environmental effects. In areas where comprehensive development is planned, the opportunity will be taken to modify the network, particularly in relation to the provision of improved servicing facilities.

15. In the course of study, consideration was given to the possibility of improving traffic flow by the use of an extensive one-way system with its particular advantages of simplifying turning movements at critical junctions, but investigation revealed that the layout of the Central Area did not readily lend itself to a solution on these lines; the likely result would have been complex, inconvenient and confusing. In the short term, a one-way traffic management scheme has been approved affecting Market Street and Cannon Street, but this is intended only as an interim measure until Cannon Street can be improved and the main shopping area of Market Street can be devoted to pedestrian use. Eventually, when it is possible to carry out improvements to the Princess Street/John Dalton Street route, it is intended that this should revert to two-way working, which would enable Oxford Road (the corresponding inward route in the present one-way system) to provide very much more convenient local connections between the City Centre and the Higher Education Precinct.

16. The main routes which will require to be retained for traffic and where certain improvements and widenings will be necessary, include Cross Street/Corporation Street, in a north-south direction and John Dalton Street/Princess Street, in an east-west direction. There is a danger that these streets could attract through-traffic across the City Centre by providing more direct routes than the primary network, but it is considered that the difference in design standards and speeds, the frequency of signal controlled junctions on the street system and its relative congestion, will result in the primary network being selected at all but the quietest times.

17. In many cases, the main street system conveniently separates areas of different



Proposed pedestrian system shown in fine dot

uses and characteristics, but in some cases, areas of common environmental character occur on both sides of a street which it will be necessary to retain as a main secondary route. In such cases, comprehensive redevelopment proposals are designed, as far as possible, to allow for grade-separated pedestrian and servicing systems that will enable the area to function as a whole, free of interference from extraneous traffic.

Pedestrian Circulation

18. In considering the circulation system for the Central Area, the needs of the pedestrian have received particular attention and for a number of years the principle of separating pedestrian and vehicular traffic has been adopted in the design and consideration of redevelopment proposals. The City Centre Map indicates a system of connected pedestrian routes. In some parts of the area, for example between the Town Hall and the Courts of Justice, this takes the form of a 'ground level precinct' treatment. In other parts, the topography is exploited to permit an upper level circulation with crossings over the main traffic streets, an example being the Market Street Area where the fall of the ground towards Cross Street/Corporation Street permits overhead pedestrian access across to the Market Place and St. Ann's Square Area.

19. Pedestrian ways, whether at natural ground level or at the upper level, can be treated to provide incidental open spaces and the whole system designed to provide safe and civilised conditions for shoppers and those going about their business in town; also, traffic flow and conditions for driving on the streets will benefit as a result. Streets at present devoted to vehicles, where it is intended that the pedestrian should ultimately have precedence, include the City's main shopping street, Market Street, which is at present part of the trunk road system and St. Ann's Square which could quickly be converted into an elegant and gracious public space once traffic is excluded. King Street,

St Ann's Square —potential for the pedestrian

(bottom)

Library Walk —priority for the pedestrian

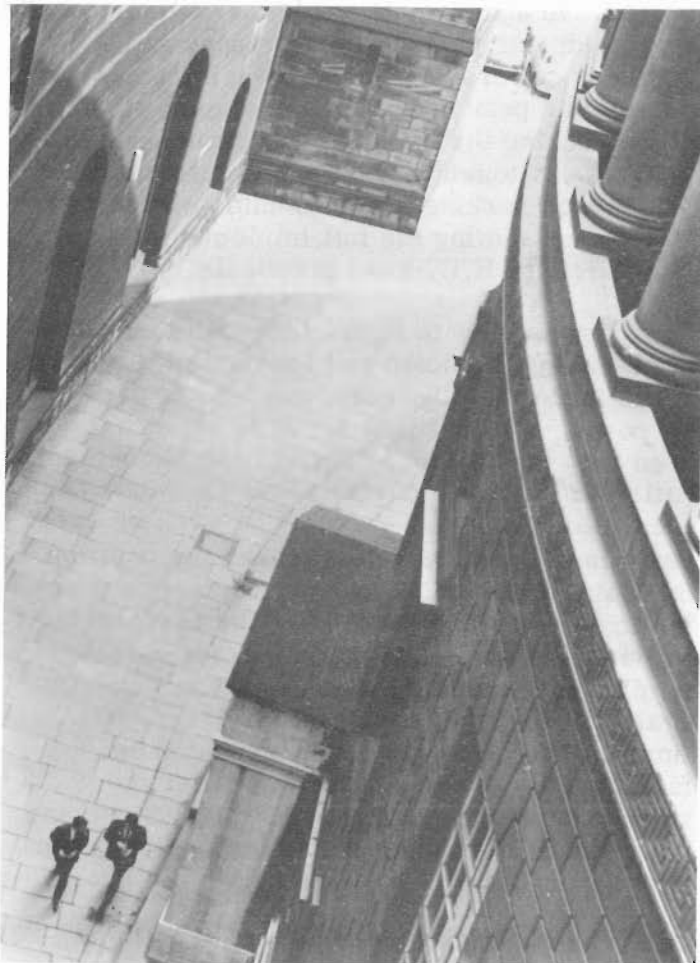


which is narrow for traffic, but ideally proportioned as a shopping way, would also benefit very greatly from the exclusion of traffic, although due to the difficulty of arranging satisfactory servicing, it is likely that it will always have to remain open to vehicles for this purpose at certain times of the day.

20. It is recognised that these aims cannot be achieved overnight; the conversion of streets into pedestrian ways is dependent on the provision of adequate alternative servicing arrangements which in some cases will only be possible when redevelopment takes place. It is also dependent on the provision of better facilities for traffic on the new primary links and on the streets that will continue to be devoted to vehicular circulation. Similarly, the achievement of an independent pedestrian system is dependent on the carrying out of redevelopment in accordance with the comprehensive planning proposals which are described in more detail later on in this report. Progress is already being made and the new development fronting Crown Square is an example of a layout which contributes to the achievement of the ground level part of the system, whilst Gateway House at Piccadilly Station and the proposals for the new Bank of England adjoining the Piccadilly Plaza, Portland Street, both incorporate provision for upper level circulation within their design.

Car Parking

21. Two factors determine the amount of traffic that penetrates the Central Area at the present time, namely the capacity of the road system at the critical peak hours and the total amount of parking available throughout the day. The car parking facilities, permanent and temporary, at present available, slightly outstrip the present capacity of the roads at peak times. Spaces remain available towards the end of the morning peak, so that congestion is the major deterrent factor at the moment to commuters bringing in their own cars. Later on however, when there is ample

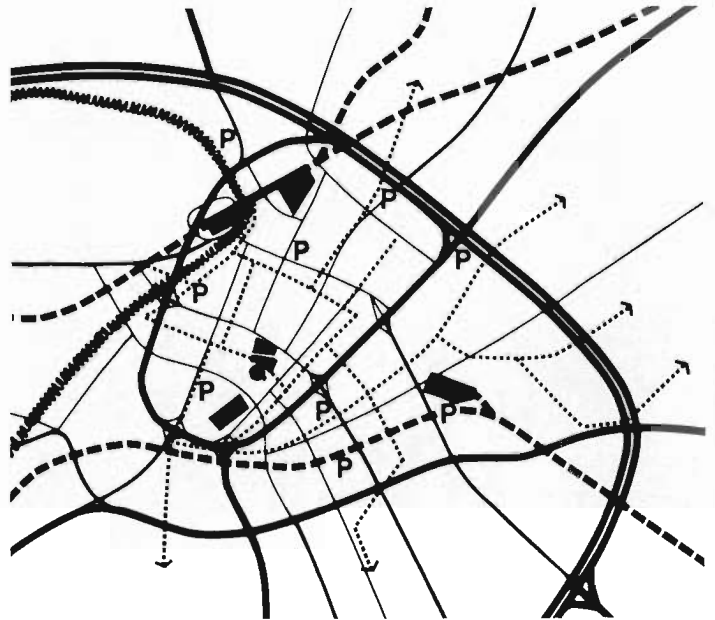


capacity on the roads, the shopper and business caller visiting the City will suffer the greatest difficulty and inconvenience in finding a parking space in a reasonably convenient location, so that the parking factor then becomes critical.

22. The car parking strategy described more fully in the Joint Report aims at relating car parking provision to the present and future capacity of the road system, which in its turn is designed to meet the essential traffic needs of the Central Area and to make provision for a level of 'motorisation' acceptable in economic and environmental terms.

23. The Buchanan Report 'Traffic in Towns' demonstrated that to provide for complete 'motorisation' in an area of Central London would mean displacing two thirds of the accommodation to make room for roads and car parks. Another way of looking at it, is that if each car were on average to carry the equivalent of one and a half persons, about twice as much space would be required to deal with the cars as their occupants would require for their personal accommodation. In a survey carried out in 1960, of the 144,000 people who travelled into the Manchester City Centre to work each day, about 9% came by car, 25% by train and 66% by bus. If the 'journey to work' or commuter' element were therefore to be based entirely on private transport, the capacity of the approach road system would have to be capable of dealing with eleven times the present traffic flow at the peak hours with car parking in the Central Area to correspond - clearly an impossibility.

24. The starting point of the investigation into car parking strategy was the 1962 S.E.L.N.E.C. Highway Plan which was based on a traffic flow of two and a half times the 1960 figure on the approach routes. On this basis, after making allowance for public transport, business and commercial vehicles, it was estimated that a maximum of 32,000 private vehicles could be carried by the fully improved road system at the critical peak



period. In addition, it would have been possible to provide car parking for shoppers and business callers who would be using the roads outside the peak hours, such car parks being closed during the morning and evening peak periods. Altogether it was estimated that up 47,000 car parking spaces would be required in 1982, assuming the full implementation of the S.E.L.N.E.C. road proposals.

25. These ultimate figures are of importance in assessing the scale and location of the areas that should be reserved for car parking purposes, but they also serve to show that even with the Highway Plan fully implemented, little more than a quarter of all the workers in the City will be able to travel to work by car. Between the present situation and the position forecast in the S.E.L.N.E.C. Plan, the more immediate problem is to keep the car parking provision in step with road capacity, bearing in mind that even now there is spare capacity available on the approach roads at off-peak times. **The emphasis must be placed on facilities for essential traffic and for the relatively short-term parker, the shopper and business caller on whom the prosperity of the City depends.**

26. The locational policy put forward in the

Joint Report on Car Parking, which is reflected in the City Centre Map, aims at providing the greatest possible accessibility and convenience for the short-term parker, whilst making it possible for the greatest amount of traffic to gain access to car parks from the primary road system without traversing the limited capacity street system of the central core. Potential land availability has of course, been a major factor in the selection of suitable locations, but it is fortunate that a considerable amount of land likely to be redundant for railway operational purposes and other land ripe for redevelopment, is strategically located for this purpose.

27. Broadly, the locations fall into three categories as shown on Map 8. The first are the 'gateway' or 'outer' parks on the radial approaches, outside the heart of the City Centre and easily accessible by walking or local bus transport; these will be particularly suitable for long-stay parking. The second category are major 'terminal' parks related to the central core and served wherever possible by direct links from the primary system, independent of the central area street system itself; depending on location, these are suitable for both short and long-stay parking. Finally, there is scope for a limited amount of 'inner' parking on selected sites served from the Central Area street system itself; this will be entirely short-stay and would also provide operational parking for developments where it has not been possible for it to be provided in the buildings themselves.

28. In new development, operational car parking (i.e. parking necessary for the actual running of the building itself) and adequate facilities for loading and unloading would of course, be required, although general parking requirements would be catered for by the overall Central Area system. A unified and flexible pricing and timing system for car parking, capable of continuous adjustment to take account of changing circumstances, will be an essential element if the best use is to be made of the facilities provided.



Public Transport

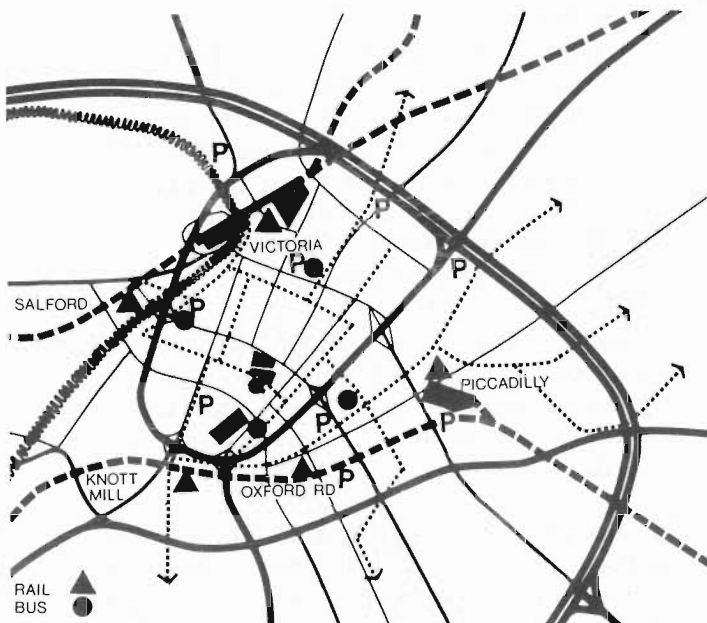
29. It is evident that an attractive and efficient public transport system is an essential component of any plan for a metropolitan area; it will be vital for the journey to work, and, in the interests of the economics of the system itself, it is desirable that it should be sufficiently attractive to compete with private transport for a proportion of the shopping, entertainment and other journeys to the centre.

30. About two-thirds of the people employed in the City Centre travel by bus, the services being provided not only by the City's own Transport Department, but by the undertakings of neighbouring authorities and private operators. Bus terminal points are distributed throughout the City Centre, the major ones being at Piccadilly and Chorlton Street Bus Stations, Stevenson Square and Cannon Street, there are also important terminal points at Lower Mosley Street Bus Station, at Albert Square, Portland Street, Deansgate/Exchange and King Street West. In addition, the Salford Bus Station at Victoria Bridge Street adjoins the Manchester boundary. Eventually it is hoped that it may be possible to concentrate bus station and terminal facilities in four main locations shown on

Map 8, so arranged that cross-City and terminating routes will combine to give a better service through the Central Area itself, related to car parking and rail facilities as part of an improved overall transportation system; the location and standard of stopping facilities within the Central Area - integrated where possible with redevelopment, will therefore be of extreme importance. On environmental grounds it is highly desirable that the bus station at Picadilly Gardens - the most extensively used, be resited but this is dependent on redevelopment progress in the area suitable for its relocation and at this stage it can only be regarded as a long term possibility.

31. It is difficult to escape the conclusion that buses will always suffer due to the competition for road space with other transport. Congestion results in increased costs and deterioration in service and they become progressively less able to offer the speed and comfort necessary to attract passengers away from the private car. Although traffic management measures may be designed to give priorities to buses, the provision of separate bus lanes over extensive distances, as distinct from short strategic lengths of streets, poses almost insuperable difficulties.

32. The railway system, with its separate reserved tracks, has many potential advantages and can offer speed, comfort and safety to balance against the door to door convenience of private transport. 'Park and ride' and bus interchange facilities at stations in the outer areas can contribute towards overcoming the problem of distance between home and station, but equally important is that there should be penetration of good local bus connections from the Central Area stations to the business and commercial areas. The rail system is responsible for carrying about 35,000 or about 25% of the workers in the Manchester Central Area, mainly on three electrified routes to Wilmslow on the south, Altrincham to the southwest and Bury to the north and



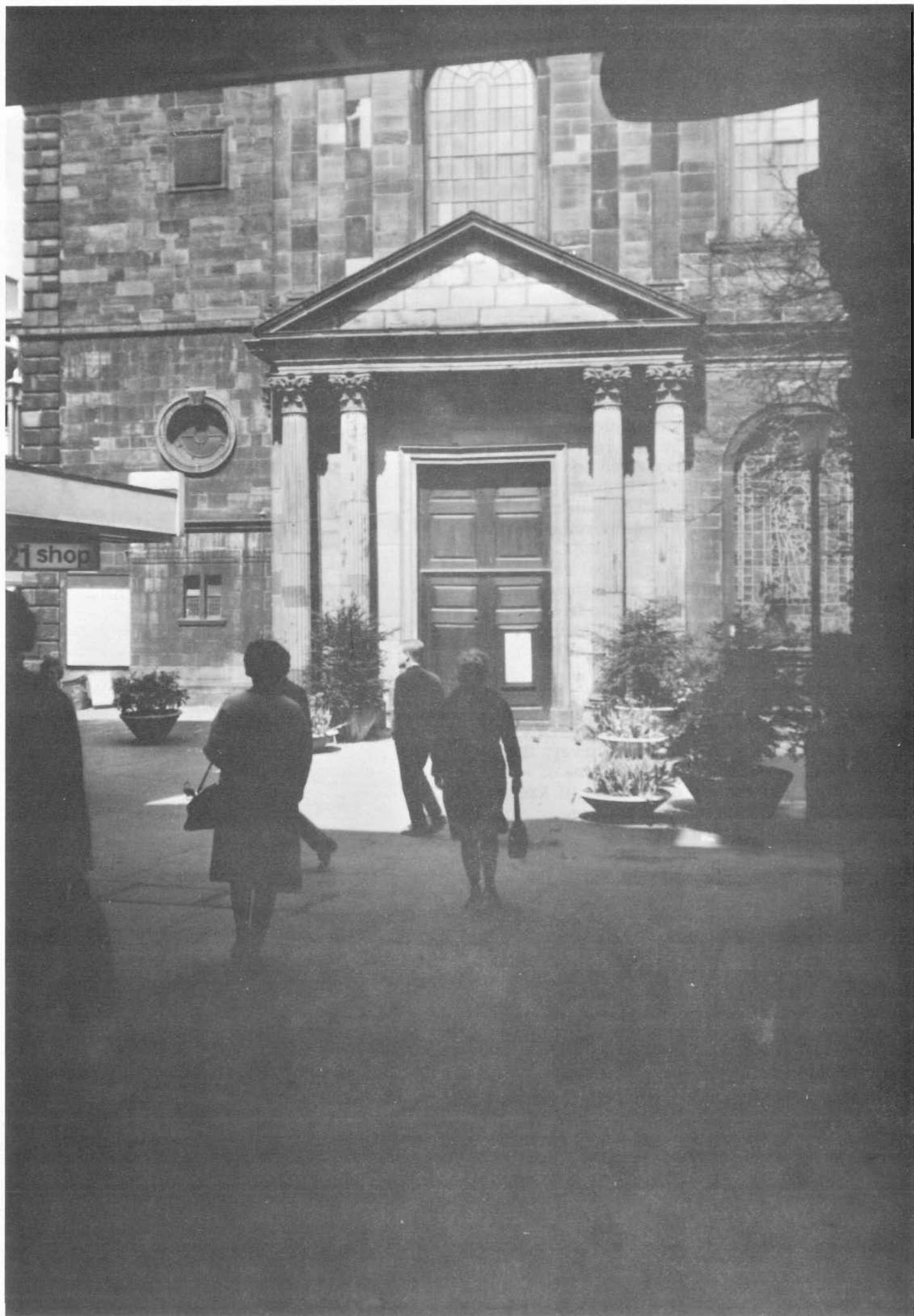
there are other lines to Rochdale, Irlam, Knutsford, Hazel Grove, Buxton and Glossop, which are also used for commuting purposes.

33. Unfortunately with the exception of Central Station, (which is the least suitable for railway operational purposes and is due to close) the other stations at Piccadilly, Victoria and Exchange and Oxford Road are by no means ideally situated to serve the central district, being on the fringe; in particular there is no easy connection between Victoria and Piccadilly. The latter, the main terminal station for the rapid electrified main line services to London and the Midlands is about fifteen minutes walking distance from the principal office areas of King Street and Albert Square. When Central Station is closed, it is the intention of British Rail to divert the services at present handled there to Oxford Road, which will become of greater importance, and to Piccadilly.

34. At the present time studies are being carried out by a team constituted of representatives of the Ministry of Transport, British Rail and officers of the Corporation, with the object of examining how the existing railway lines can be exploited to provide a greater contribution to the overall solution of

the transportation problem. Also a detailed feasibility study is being carried out by Messrs. de Leuw Cather and Partners, Consultant Engineers, for a new rapid transit route extending from Manchester Airport and Wythenshawe in the south to Middleton (Langley) in the north. The new route would run right through the Central Area and the Higher Education Precinct and both parallel studies are very much concerned with the provision of better through and interchange connections to enable the whole of the Central Area to be served from the principal rail and rapid transit routes extending throughout the City and the Region. These are the first steps towards the design of an integrated public transport system, whilst the extension of rapid transit facilities would lead to a re-organisation of the pattern of bus services, the emphasis being on a wider coverage of feeder services. As in the case of the City Region Land Use/Transportation Survey, the results of these studies will clearly be of relevance to the planning of the Central Area of Manchester and the present planning proposals may well need modification once decisions have been taken. There is no doubt that new facilities could alleviate very substantially the problems of accessibility and stimulate the further growth and dynamism of the heart of the conurbation.

35. The structure of the City Centre proposals, as put forward would not be radically affected as account has already been taken to some extent of those trends. The eventual 'modal split' as between public and private transport will no doubt be influenced by the quality of the public transport system and the readiness or otherwise, as yet untested, of the motorist to pay economic charges for Central Area parking facilities.



4.Environmental Standards and Objectives

1. It is not sufficient just to provide good accessibility and the right location for regional facilities; prosperity is related to the continuance and development of the Central Area as a centre of attraction at a time when higher standards of surroundings for living and working are not only appreciated but are beginning to be taken for granted. Landscaping and open space, good civic design and fine buildings, freedom to walk about in safety, all that is meant by the word 'amenity' are becoming increasingly recognised as essential ingredients to the success and survival of a metropolitan centre and are by no means just 'frills' to be added to the most economical and functional solutions.
2. A determined attack is being made on the image of grime and obsolescence associated with the towns and cities of the first industrial era and already in Manchester clean air has made a striking contribution to the atmosphere and appearance of the City Centre. The cleaning of the two principal civic buildings, the Cathedral and the Old Town Hall, is symbolic and other buildings which have recently emerged from the 'dark ages' include the Friends' Meeting House and the Portico Library. Owners of commercial buildings have responded and in some cases have taken the lead and the resultant appearance is often a reminder of the quality of design and robustness of construction of the Victorian era that has remained for so long unappreciated.
3. There are still many buildings however, that are physically and functionally obsolete, and extraneous traffic, congestion of people



Manchester Cathedral —heart of the medieval town

St Ann's Passage—a traditional pedestrian route

(bottom)

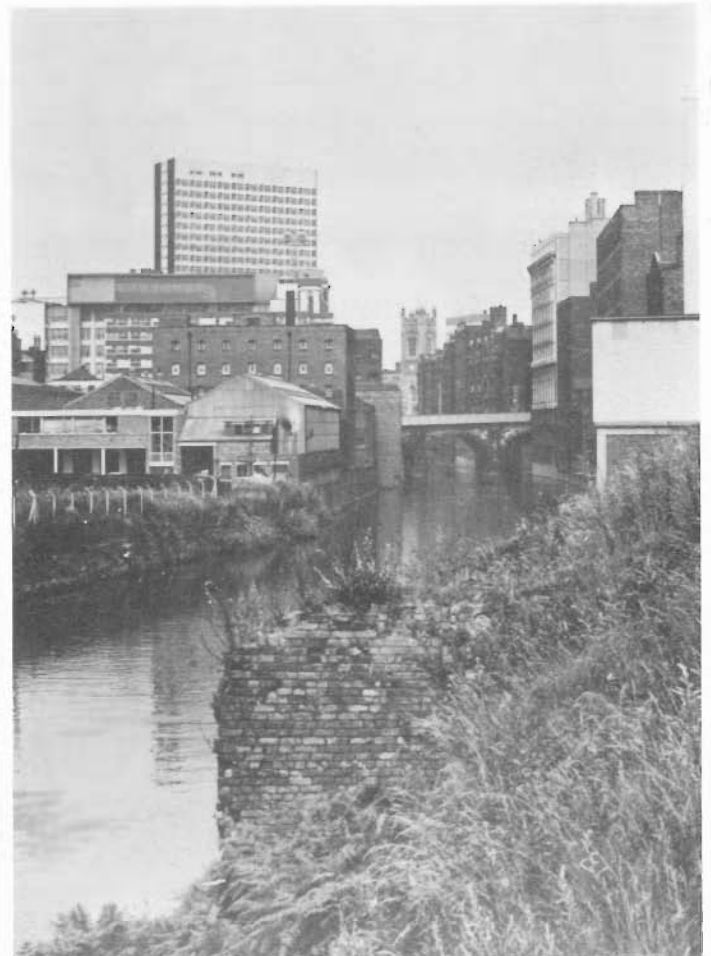
The River Irwell looking north from Albert Bridge

and vehicles, noise and pollution reduce the environment to sub-standard conditions. At least one third of the core of the City needs rebuilding, in the sense that buildings are obsolete and the layout unsatisfactory and whilst pressures for redevelopment in these areas are manifest, the opportunity exists to change much of the obsolete fabric of the centre and a fundamental objective of the planning proposals which have been drawn up, is the attainment of an environment of quality in the areas which require comprehensive treatment. In a very real sense they represent a vision of a resurgent centre that could be built to meet known requirements within a reasonably short time.

4. There are many existing streets and buildings however, with a character that is worth retaining and here the challenge lies in their integration into the new fabric. The aim is to harness the forces of change to produce a Central Area that is efficient in human and functional terms but which also has variety and character. In some parts the emphasis will be on calm and dignity, in others on gaiety and liveliness, whilst the scale will vary from the spacious and monumental to the personal and intimate. Character is a more elusive quality; physical character can be created in part by careful and sensitive planning and design but it is also built up through time and is a reflection of human experience, ideas and aspirations over the years. Manchester has a very recognisable character and there are precious traditions which should be carried through and developed as a fine new City grows.

Townscape Quality and Character

5. Within the existing townscape there are a number of dominant elements as shown on Map No. 5, which contribute towards the creation of a particular character for the City Centre; the basic topography remains evident but the main river, the Irwell, is generally hidden from sight and enclosed by high development, whilst the Medlock is now



The Old Wellington Inn and The Oyster Bar
—unique listed buildings in The Shambles

(bottom)
Lower King Street —a delightful shopping area
in danger of environmental erosion

largely culverted. The Rochdale Canal runs through the Central Area linking the Ashton Canal system in the east to the Bridgewater system in the west. A reminder of the City's early days, it forms a quiet backwater that calls out for imaginative landscape treatment.

6. The railway viaducts, which run on two sides of the central core, create boundaries not unlike fortifications and in the past have tended abruptly to separate the character of the areas on either side of them. One of these viaducts divides Manchester and Salford far more significantly than any administrative boundary, whilst the other has presented an obstacle to the Institute of Science and Technology in unifying their old buildings on the inner side with the new campus on the other. The recent addition of Mancunian Way now gives further definition to the southern boundary of the Central Area.



7. Within the Central Area itself, particular character is given by buildings of quality inherited from the 19th Century. Individual buildings, which have been 'listed' by the Minister of Housing and Local Government as being of special architectural or historic interest, are set out in Appendix E and in the preparation of comprehensive planning proposals, particular care is taken to restore or provide a more appropriate setting for these buildings where this is possible. The Old Town Hall and the John Rylands Library in the Civic Area are examples that have already been studied, whilst the settings of the fine Cook and Watts building in Portland Street, the Portico Library and the City Art Gallery in Mosley Street have received careful consideration in the design of adjoining new developments. The old Wellington Inn, in the area of the Shambles and the old Market Place, (which is scheduled as an ancient monument as well as being 'listed', along with the adjoining Oyster Bar) has presented a special problem as it is so small in scale in relation to the development that would naturally occupy the important and valuable surrounding area.





8. The 'list' of buildings is necessarily limited, being restricted to those of the highest value, which were considered to be particularly worthy of recognition at the time the list was prepared. The best work of the Victorian era is now coming to be increasingly appreciated, and although the list is extended from time to time, the omission of buildings from it does not necessarily mean that they are not worthy of consideration or are automatically candidates for demolition. The problem of preserving a worthwhile building is always that of finding an appropriate and economic use for it; buildings cannot be kept empty or owners persuaded to retain accommodation that is seriously sub-standard or no longer suitable for its purpose. It is sometimes possible to find a special use for these buildings such as a museum or library, but the commercial building of architectural and historic value that has outlived its practical usefulness constitutes a liability that the owners are naturally reluctant to accept.

9. Of just as much importance as the preservation of individual good buildings, is the retention of groups of buildings or of areas of distinctive scale and character in the City Centre. St. John Street, St. Ann's Square,

the lower part of King Street and the group formed by the Cathedral and Chetham's Hospital are examples. In such areas, the emphasis should be on limited rebuilding and the careful integration of the new with the old, together with the exclusion of through traffic and environmental improvement by landscaping; the Civic Amenities Act of 1967 which for the first time makes provision for the preservation of areas of character, is particularly relevant to this type of area.

Density of Development

10. In the 19th Century and indeed during the first half of this Century, the whole of a development site tended to be covered by buildings; this was due to the limitations of structural techniques available and except in the case of certain large estates, the effective absence of any overall control. A maze of narrow streets usually meant that lighting conditions were poor, servicing and loading facilities were minimal and there was little attention paid to the relationship with adjoining buildings or to 'good neighbourliness'. Most detrimental of all was the congestion caused by the intensity of development in the context of a street system that was inadequate, congested and dangerous, even in the days of

the tramcar and horse, before motor transport came on to the scene.

11. The measure usually adopted today for the control of density is the 'plot ratio'; this is defined in Appendix D and represents the relationship of the total floor space in a building to the net area of the site to be developed. In 1946, the then Ministry of Town and Country Planning published a handbook, 'The Redevelopment of Central Areas' which first put forward the use of a density unit for regulating town centre development and the floor space index was suggested as an appropriate standard of measurement.

Although similar in principle to plot ratio, it took into account a proportion of the width of the roads or streets surrounding the site. In practice, it proved suitable for use only over wide comprehensive areas; in its application to smaller sites, it tended to give distorted results where corner plots were concerned.

12. In Manchester, plot ratios of about 5.0 are typical of the older and more intensely developed areas of the City Centre which of course, are those which suffer very serious congestion. For new development a plot ratio of 3.5 is normally adopted as the maximum, although more recently a figure of 3.0 has been used in areas to be developed primarily for shopping, where the main uses occur at basement, ground and first floor levels and where there is a high concentration and intensity of use. The plot ratio figure is essentially a measure of congestion and the standard adopted represents the results of experience and is related broadly to the capacity of the secondary street system to carry the traffic generated. From a civic design point of view, it has been found that in practice a standard of this order produces development that can be related in scale to the general character of the City Centre.

13. Where an element of residential use is to be included in a comprehensive scheme, it is not uncommon to permit a density allowance either wholly or partly as an 'extra' over and above the amount that would be permitted for

commercial development alone; this is in recognition of the economic problems of providing residential development, which have already been referred to, and also because of the contribution that this form of development makes to the relief of the peak hour congestion problems of the journey to work. Proposals of this nature can only really be considered on their merits, having regard to the location of the particular site concerned and the degree of accessibility that can be provided.

14. It is frequently contended that limitations on density inhibit redevelopment by not permitting the economic potential of expensive sites to be exploited. If this argument was to be accepted and density control relaxed, it could only mean that site values would rise even further in those very limited parts of the Central Area that are particularly attractive to developers. The result would be that uses would be even more concentrated and adequate servicing could not be provided. Serious over-development of a small part of the Central Area, apart from presenting insoluble design problems in relation to scale and amenity, would also tend to deprive the remainder of the centre of its development potential; in the long run it would be self-defeating.

15. It should be emphasised that plot ratio is a convenient tool and an approximate measure of the intensity of development; it should not be seen as, nor can it ever be, a substitute for creative design and quality in architecture. The larger the area to be redeveloped in one unified ownership, the more flexibility is given to the disposition of buildings and within an overall plot ratio figure it is possible to achieve many different solutions related to the particular site. It may also be possible to arrange the development in such a way to produce open space and amenity areas that will not only be of benefit to the development itself, but which will make a favourable contribution to the provision of open space for the enjoyment of the public. The standards set are those which experience has shown to

be valid in terms of civic design and circulation, but they cannot be applied rigidly to each and every site.

16. In certain locations there may be a special case for marginally exceeding the figure, for example, to keep a building in scale where it overlooks a major existing or proposed open space. On the other hand there are some sites in areas which are not ripe for general redevelopment and where considerations of servicing and accessibility would require the use of a much lower figure. There are also areas, particularly those that are not right in the heart of the City Centre, where the existing development is at a much lower intensity and where it is both economically feasible and desirable from a planning point of view to redevelop on a more intimate scale; in such cases a lower plot ratio would be applicable. It should be stressed that the figure of 3.5 is the maximum proposed, and it is only in the most exceptional locations and circumstances that a higher figure could normally be justified.

Open Space

17. An essential element of good civic design has always been the successful relationship between buildings and open spaces and the effect of architecture is dependent on its scale and proportion in relation to its setting. The parts of towns and cities that are thought to be pleasant are usually those where building elements and open areas are well reconciled; there is the close or square, where the proportion of buildings surrounding it make it feel just the right size, or the enclosed street where the buildings on either side are dominant but create a feeling of intimacy and give protection from wind and weather.

In contrast, there is the large open place, dominating in scale, which calls for powerful and important building elements in relation to it or the wide boulevard which may depend on landscaping for its enclosure and where the building elements are in a much looser relationship.

18. Open spaces of whatever kind, whether they are the predominantly hard surfaced areas that form an integral part of the built environment, or the open landscaped areas that provide the contrast and setting for it, are an essential part of a civilised city. The pavement along a street carrying traffic represents the minimum, most utilitarian solution to the basic problem of enabling people to walk from one part of the centre to another and there should be an inter-locked system of areas planned for more freedom of movement, where it is possible to stand and talk or to sit amongst pleasant surroundings. Moreover, although urban man has adapted himself to accept, and indeed to enjoy, living in artificial surroundings of his own creation, he still feels at heart the need to be linked to the natural environment and to be reminded of the passing of the seasons; the provision of trees and landscaping is perhaps the most universally accepted interpretation of 'amenity', as applied to towns and cities.

19. Unlike London or Paris, with their Royal Parks and Palaces, or Edinburgh or even Southport, where physical conditions have had the effect of providing open spaces alongside the main shopping streets, Manchester has its major parks situated on the outskirts where they cannot be enjoyed by those working or visiting the Central Area; this is a common situation in many of the older industrial cities, which had already grown extensively before the need for open space was recognised and estates could be acquired for the purpose. The only substantial landscaped open space in the centre of the City is Piccadilly Gardens, the site of the old Infirmary, demolished in 1910 and originally bought for public building purposes. Although a most valuable 'lung', the Gardens have the disadvantage of being surrounded on all four sides by traffic, whilst the Bus Station separates them from the shopping area of the Piccadilly Plaza. Albert Square and St. Peter's Square are both substantial

Piccadilly Gardens

—a large open space surrounded by traffic

(bottom)

St Ann's Churchyard

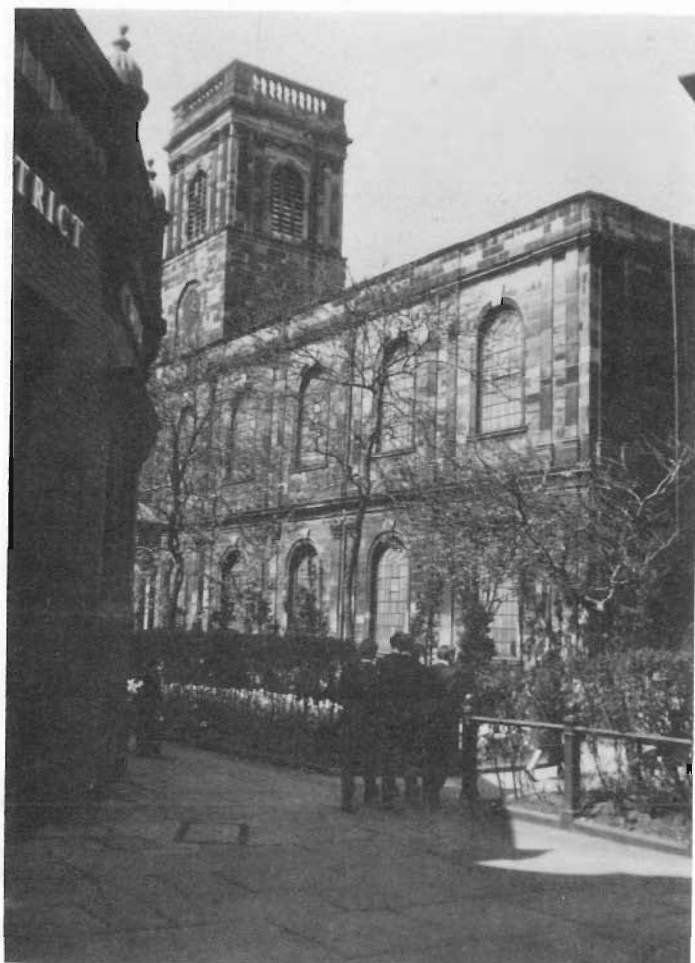
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public places of civic character, but the actual area available for pedestrians is small in each case and both serve as traffic roundabouts. The War Memorial Garden in the centre of St. Peter's Square, in particular, is crowded on fine summer days with office workers taking their lunch break, despite the noise and the fumes and dust from traffic. The open space with by far the greatest character is the small area surrounding St. Ann's Church, part paved and part planted; this is free from traffic and its contribution to amenity is out of all proportion to its 'pocket handkerchief' size. The Parsonage Gardens are also quiet and restful, but they are situated on the fringe of the main centre.

20. Except in redevelopment areas beyond city centres, such as Hulme or Harpurhey in Manchester, or Everton in Liverpool, or where a large open area such as the Town Moor at Newcastle has been preserved and can be developed for recreational use, economic limitations militate against the provision of large scale park areas in the centre of cities despite the desire and awareness of the need for them. It is unfortunately unrealistic to consider the creation of a St. James's Park right in the centre of Manchester, even although such a bold move might well benefit the whole character of the Central Area to such an extent that it could be economically justified if the global long term view were to be taken. To think in these terms, methods of financing would have to be more sophisticated than at present, to enable the public costs to be off-set by the benefits and increased values that would result over the centre as a whole. The obstacle is the high cost, rather than any evident shortage of land to satisfy commercial and other demands.

21. Nevertheless, accepting that it is at present impracticable to provide open space on such an ambitious scale, there are still tremendous opportunities to improve the character and amenities of the Central Area



out of all recognition and to link it with existing and proposed open areas in the remainder of the City and beyond. Proposals have already been put forward for reclaiming a large area of the Valley of the River Irk which runs right up to the edge of the Central Area, close to the new C.I.S. development. It is at present in a distressing and derelict condition, a relic of the activities of a past age, but when landscaped it will become part of a linear park system leading through and beyond Queen's Park and Boggart Hole Clough to the open country of Heaton Park. Other proposals have been produced for the length of the Rochdale Canal closed to navigation, which again runs from the edge of the City Centre to the City boundary and beyond. In this case however, the Canal continues right through the Central Area and this length can be exploited as a continuous pedestrian way, landscaped and linking paved and planted areas created as a result of redevelopment.

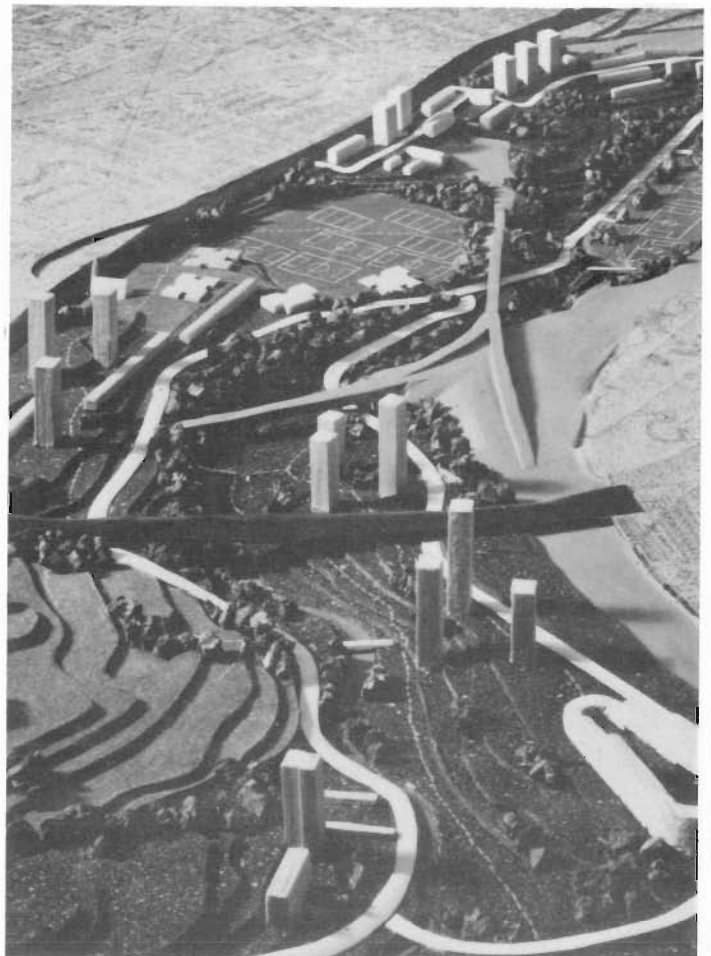
22. Both in the centre and in other parts of the city, development has tended to 'turn its back' on the rivers, but the Irwell offers considerable potential for landscaping treatment, including the provision of walkways along the banks. Proposals for new development are taking into account these long-term possibilities including the transformation of the environs of the Manchester Cathedral. At the present time the Irwell is badly polluted, but if the next few years could bring progress in cleaning the rivers comparable with that already achieved in ridding the air of pollution, then the time may not be so far distant when the Dean and Canons can once again exercise their fishing rights. Much of the visual squalor in this part of the City arises from the clutter of outworn buildings that line the banks of the River.

23. It is on the perimeter of the Central Area that there is scope to provide the more substantial areas of new open space. For example, the proposals for the redevelopment of the Central Station area could exploit the surface of the car parking



Sketch of proposals for landscaping the Rochdale Canal north of the city centre

View looking towards the city centre of proposals for the Irk Valley



decks to produce a substantial area of open space, whilst the Smithfield Market area and the Rochdale Canal Basin lend themselves to the inclusion of areas of open space along with residential and other uses. In the heart of the City Centre however, the greatest opportunity lies in the creation of a network of inter-linked open areas through which the pedestrian may move safely, as an integral part of redevelopment. The traffic free routes, some of which will be above ground level, are indicated diagrammatically on Maps 8 and 9. The results of such a policy will become increasingly visible as redevelopment progresses. In the early stages, new open areas, small and intimate in scale and designed to provide a setting for surrounding buildings, will be recognisable as individual features and then gradually the form of the more continuous system will become evident.

24. Already, for example, the completion of the first stage of the development adjoining Crown Square has changed the character of this part of the centre completely; minor streets have disappeared and the new pedestrian and precinctual form is becoming apparent on the ground. The adjoining developments of the District Bank and the London Assurance Company in King Street, now under construction, represent an example of a co-ordinated scheme for two separate developments by different Architects. The layout is designed to include paved open space, a sculpture and trees, for the use and enjoyment of the public as well as providing a setting for the buildings themselves and an amenity for their occupants.

25. The principle of pedestrian and vehicular separation, although a prerequisite to the achievement of safe and pleasant conditions for pedestrians, will not in itself transform the quality of environment unless the pedestrian routes themselves are designed to provide interest and variety. These may range from open landscaped areas to air-conditioned shopping malls, the modern successors of the arcades of yesterday.

26. It is important that open areas created as a consequence of redevelopment should be at the level of pedestrian circulation, where they can be fully utilised and exploited. In this respect the 'podium' type of treatment, which covers the whole site with higher building elements above, is not by any means always a satisfactory solution, unless the surface of the podium can be utilised as part of the circulation system. Where the main circulation is on the ground, a much better effect is obtained when the major building elements are related directly to a landscaped setting at ground level. The Seagram building in New York is a good example of this whilst in Manchester the setting of St. Andrew's House in Portland Street has contributed greatly to the amenity of the surrounding area, even although the planted setting is not itself accessible as an open space. This area and the recently planted areas of the Institute of Science and Technology nearby, are proof, if proof is needed, that there are no longer any insuperable ecological problems to be overcome in introducing grass and trees into the atmosphere of the Central Area.

27. In addition to new open spaces created within the context of comprehensive planning proposals, the rationalisation of the secondary street pattern and the conversion of certain streets and carriageways to pedestrian use provides further opportunities for landscaping treatment. It is proposed ultimately to close Market Street to vehicular traffic at least between High Street and Corporation Street and possibly between Deansgate and Piccadilly Gardens and although it will probably be necessary to maintain limited access for certain vehicles, there will be considerable scope for the introduction of planting and features such as fountains and water treatment, on a scale appropriate to the importance of the location. In the more immediate future and as a first step, it is proposed to close the short length of Brown Street adjoining Market Street, which will become a public pedestrian mall linking up with the new development of the

Market Centre and the General Post Office on either side.

28. In co-operation with the Civic Trust for the North West, joint studies are being undertaken with the object of improving the environment of a number of existing squares and streets in the City Centre and giving greater priority to the pedestrian. St. Ann's Square and Crown Square in particular, lend themselves to improvement involving restriction of traffic, although it may be necessary in commercial areas to think in terms of partial closure, to meet servicing requirements. St. Peter's Square and Albert Square are also the subject of study but these are of greater significance in the traffic pattern of the Central Area as a whole and potential improvement is limited to re-arrangement so as to provide better access and more space for the pedestrian without seriously impeding traffic flow; redevelopment proposals may make a more complete solution practicable.

29. Probably the most immediately effective transformation of the City Centre could be obtained by the apparently simple and economical expedient of planting a few hundred trees, and here again in co-operation with the Civic Trust a study is being undertaken with a view to introducing as many as possible. Apart from the inadequate width of pavements, by far the greatest difficulty encountered is the intensive and intricate network of services underlying the City's main streets. Even accepting that some degree of obstruction to movement might be considered worthwhile, possible locations are restricted to a far greater degree than casual observation would suggest. In areas where substantial changes are taking place the problem is, of course much simpler and as part of the design of Mancunian Way the opportunity has been taken to create urban landscaping in the areas formed by the roundabouts and an overall landscaping scheme is at present being implemented in co-operation with the Institute of Science and Technology, for the length of this highway

between London Road and Brook Street.

30. Powers have recently been sought from Parliament in the Manchester Corporation Bill, 1967, to extend the provisions of Road Traffic and Highways Legislation, so as to permit the closure of streets or parts of streets for environmental, as distinct from traffic reasons and to enable landscaping works to be carried out when the layout of carriageways is altered or when they are no longer required for traffic. These powers, will be very valuable and provisions are included enabling experimental closures to take place, a speedy and effective way of testing feasibility in practice before final decisions have to be made. Although there is scope for some action in the short term, the problems of reconciling the need for effective vehicular circulation with traffic free areas for the pedestrian are considerable and it is clear that general improvement is a function of redevelopment, as it gradually makes possible a more rational overall circulation pattern.

Urban Form and Skyline

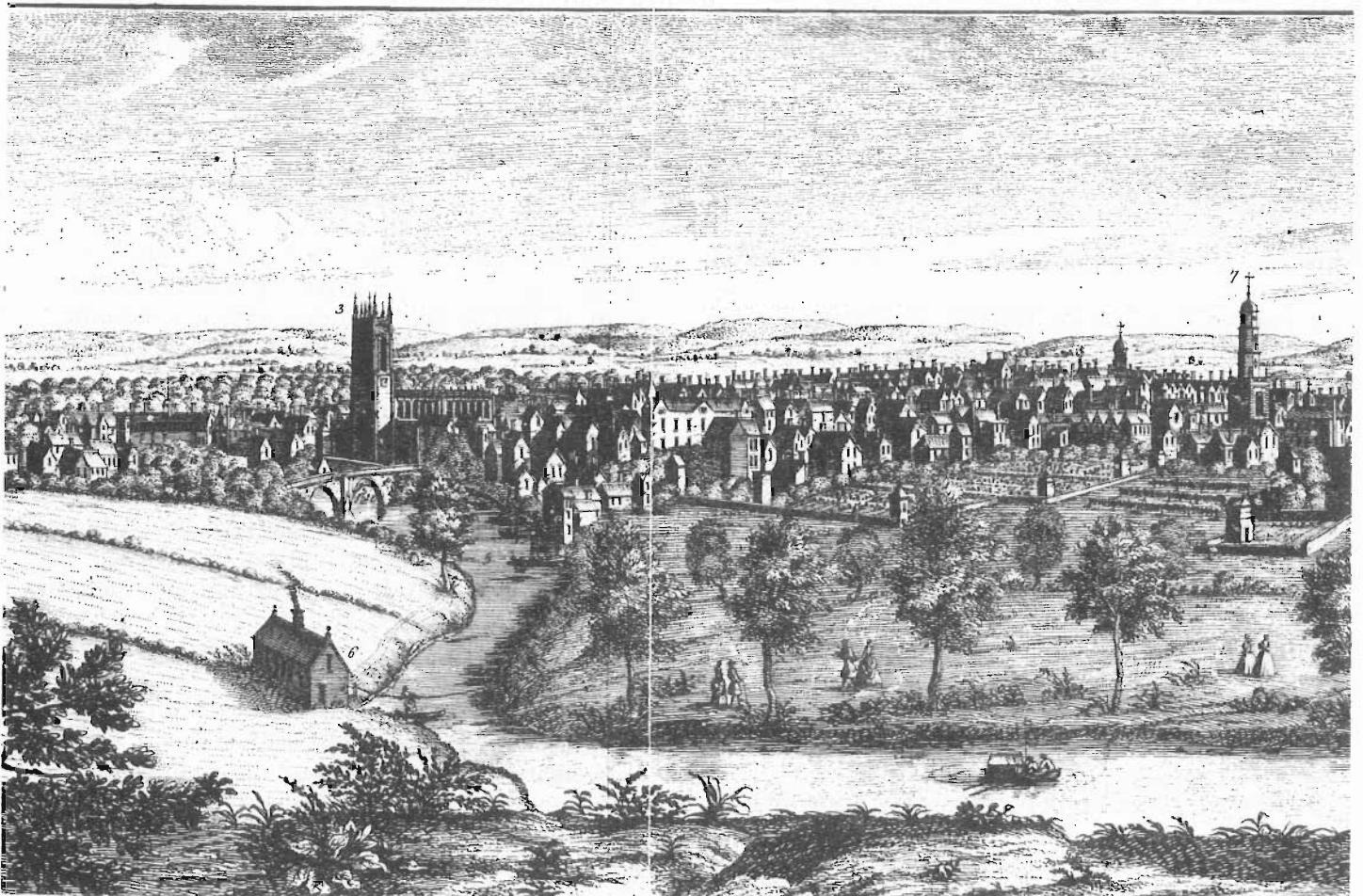
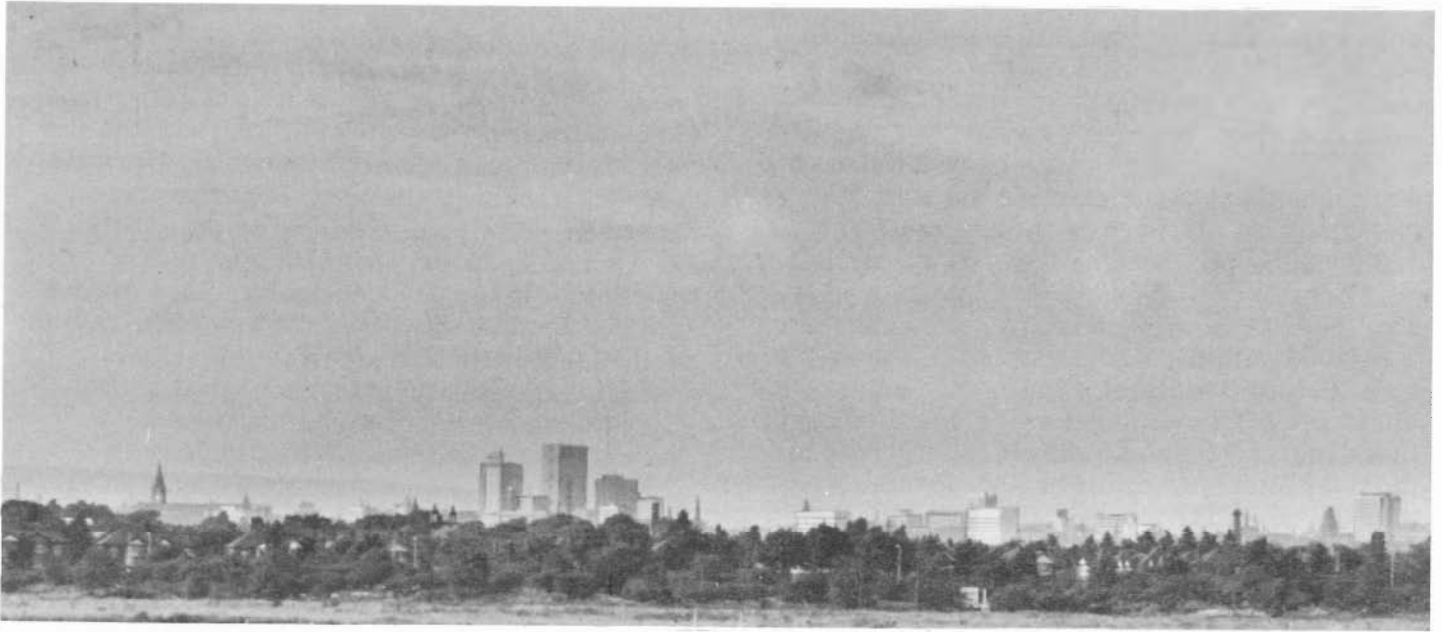
31. The skyline of cities has changed dramatically in recent times. The Cathedral tower or spire was once pre-eminent and later the emphasis afforded to religious buildings became reflected in expressions of civic pride. In Manchester, the accent was first provided by the relatively small Cathedral tower, overlooking the river and surrounded by buildings of domestic scale. Then, later in the 19th Century, the Town Hall, Waterhouse's masterpiece with its great tower and spire over 300 feet in height, dominated the skyline and with the new banks and great warehouses brought a new scale and vigour to the City.

32. Earlier in this Century the Calico Printers Association and later Sunlight House and the Midland Bank, all buildings over 150 feet in height, were built. All these buildings followed the monumental tradition and were highly modelled, with strongly individual

Existing skyline seen from Princess Parkway

(bottom)

Whitworth's south west prospect of Manchester
1729



silhouettes that gave variety and interest to the skyline. It was seldom that usable or commercially justifiable accommodation exceeded seven or eight storeys, or about a hundred feet in height and the skyline features were usually incorporated for stylistic reasons, motivated by responses not dissimilar from those of the religious builders of an earlier era.

33. Today the conditions are quite different. Advanced building technology makes it possible to construct buildings of twice the height of the pinnacles of the last century, all consisting of functional accommodation and giving rise to the characteristic tower or slab forms. Now that the quest for monumentality can be combined with direct commercial return, high buildings can be a response both to economic and 'prestige' factors and the wish to build high is more general than ever before. Medieval order and rules of precedent have given way to a freer expression not without advantages, nor without dangers.

34. High buildings, well designed and planned in a satisfactory relationship to each other and to the Central Area as a whole, can be extremely exciting and dramatic features of the skyline, marking the metropolitan centre. They must however, be key elements, carefully sited and restricted in number, because unlike the ornamental and comparatively delicate skyline features of earlier times, the mass of modern slabs and towers can easily amalgamate to form apparently continuous walls of buildings, destroying their own scale by sheer bulk and overshadowing everything else in the centre. The present day concept of controlling the overall intensity of use in the interests of avoiding congestion, means that the question of high buildings can be taken out of the purely economic context of maximum accommodation on minimum site, and this form of development need be adopted only when the location of accommodation requirements make it particularly appropriate.

35. In Manchester, during the last decade, high buildings have contributed to a new skyline

visible over a wide area; these include the 400 ft. C.I.S. 'skyscraper', which marks the northern gateway to the Central Area, the Piccadilly Plaza development that adjoins the substantial open space of Piccadilly Gardens and St. Andrew's House on Portland Street, which is a dominant element on the skyline if viewed from the southern approaches to the City. In general, these buildings are well related to each other and the resultant skyline undoubtedly emphasises dramatically in visual terms, the metropolitan quality of the City as the centre of a great and densely populated conurbation. Nevertheless in a relatively small and compact Central Area, little more than one mile square, there is clearly a limit to the number of high buildings that can be accommodated satisfactorily.

36. The comprehensive advisory planning schemes already prepared for various areas in the City Centre, each of which has its own character, provide a context within which any proposals for high buildings may be considered. These three dimensional proposals, which indicate the height, form and scale of development, suggest that the general height of buildings should be from three to eight storeys, in keeping with the scale and character of the area and where high elements are included within a scheme they should generally not exceed 15 storeys.

37. Experience suggests that the implementation of a rigidly preconceived policy for high buildings is almost impossible, even if it were thought to be desirable. There are certain areas where high building elements are being actively discouraged, for example in the Civic Area where they destroy the scale and pre-eminence of the existing civic buildings, and in the immediate vicinity of the Cathedral. Generally, in the inner core, the introduction of a very high building on almost any site would seriously overshadow and overpower surrounding development and would seriously injure the characteristic scale of Manchester's City Centre. In the approach area however, there may be scope for the introduction of

one or two more dominating elements, but it would be unrealistic to suggest particular locations in advance when the accommodation requirements which are reflected in the building forms cannot be foreseen.

38. In general, the view is taken that the introduction of dominating skyline features should be regarded as the exception rather than the rule - as a privilege rather than a right and that a strong case must be made out in both functional and civic design terms for this particular form of development. It is not so much a question of 'allocating' sites for high buildings, or considering proposals in terms of three dimensional civic design or large scale architecture as applied to the Central Area as a whole. In practice, discussions with prospective developers and their architects take place at the earliest possible stage and once accommodation requirements can be estimated with some degree of certainty it then becomes possible to evaluate alternative proposals for the form of development. Modelling techniques, making use of a working model of the entire Central Area, have proved invaluable for this purpose.

39. The introduction of relatively high elements into the townscape makes it necessary to pay much greater attention to the ancillary accommodation that in the past has tended to result in clutter at roof level. This is important not only from the point of view of obtaining clean silhouettes, but also because the roofs of lower buildings are now extensively overlooked. Lift motor and equipment rooms, penthouses, flues and aerial masts, require to be considered as integral and important elements in the design of buildings and not as 'after-thoughts' to be accommodated haphazardly on the skyline. Recent buildings have shown very considerable improvement in this direction, although the creation of interesting and imaginative skyline treatments in modern terms still remain a challenge to architects.

Quality and Design

40. The planning framework suggests the context for development, giving information on uses, density and circulation, but there remains the crucial question of obtaining good design in building and quality of materials and construction. Although the use of planning powers of control may avoid the worst excesses, it is impossible to legislate for first class design and the real problem is mediocrity. Experience suggests that the best results are obtained only when a good architect, willing to recognise his obligation not only to his client but to the town or City in which he is to build, is allowed freedom to work; in the long run it is a matter of enlightened patronage.

41. Where quality of materials is concerned, again the prime responsibility rests on the shoulders of the architect. Planning conditions can be imposed to avoid the use of materials that would be quite evidently unsuitable from the point of view of good neighbourliness, but they will not ensure, for example, good finishes and detailing to avoid unsightly streaking and staining. It is impossible for any Planning Authority, confronted with many development applications and with limited resources, to take care of the finest detail and success will depend in the long run on the quality, integrity and experience of the architect concerned.

42. In Manchester, the general approach is to afford the architect the maximum possible freedom for expression within the general planning framework, which in itself allows for flexibility in the interpretation, as schemes come to be worked out in more detail. The best results, without doubt, are obtained where there is teamwork and willing co-operation right from the inception of the scheme.

43. Older buildings in the City are mostly of stone or brick, sometimes of terra-cotta and their detailing for the most part reflects the revivalist architectural styles of their time.

Continuity of character
—new buildings in Crown Square

(bottom)
Quality in materials
—The Commercial Union building in Mosley Street



There are some very straightforward and simple warehouse buildings of considerable strength and dignity together with a considerable amount of work that is of no architectural value whatsoever. The emphasis has been on individual buildings and the lack of any substantial areas of continuous or coherent architectural treatment removes inhibitions in the design of new work and at the same time emphasises the need for a more unified character when renewal takes place.

44. The City Architect who is responsible for advising on the architectural treatment of buildings, in general has encouraged the use of mono-chromatic materials, self cleaning where possible and this is already leading to a more recognisable relationship amongst the buildings most recently constructed. Where a continuity of architectural character and the use of similar materials within an area is accepted as a self-imposed objective by architects, the results tend to speak for themselves; successful examples of this approach may be seen in the Civic Area and in the more recent development of the Institute of Science and Technology. There are few rules which can be expressed in sufficiently finite terms to really help the designer without imposing undue restrictions on his freedom, and sensitivity is required in the selection of finishes which are in sympathy with neighbouring buildings and the character of the surrounding area.

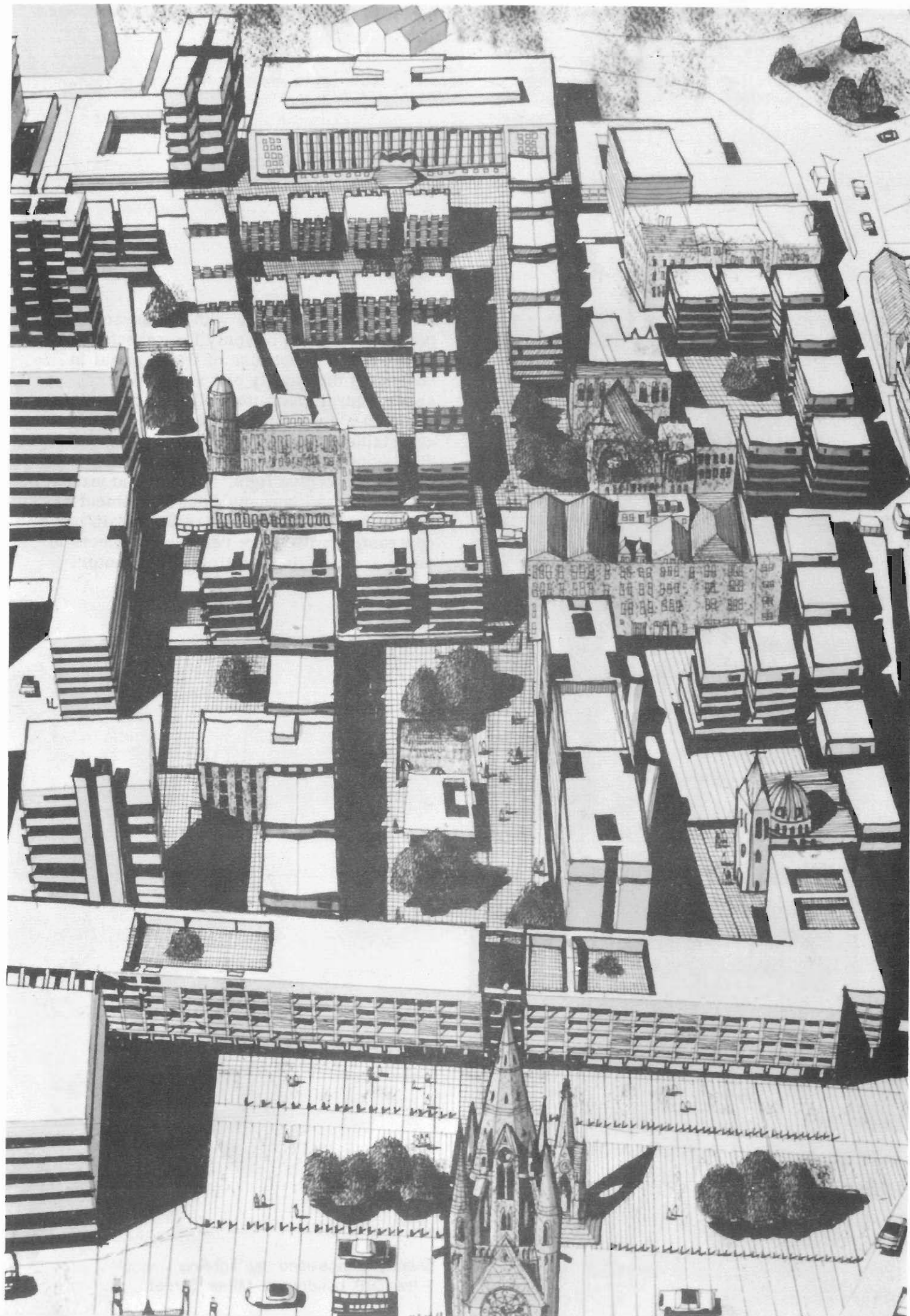
45. In the new situation where pedestrian routes will form an integral part of development, it is necessary to pay more attention to paving treatments, the choice of street furniture and artificial lighting so that there will be a more complete relationship between public and private works. It is also desirable that new development should be co-ordinated wherever possible with general improvements in environment, including the introduction of traffic free areas, so that the maximum benefit may be derived from new building in transforming the image of the City.

46. Lighting, in particular, assumes



increasing importance with the creation of pedestrian ways, not only for reasons of safety but also because of its potential in enhancing the quality of space and architectural character. The City at night takes on a special atmosphere and in the entertainment and shopping areas a bright display of neon signs and advertisements is necessary to give light, warmth and vitality. Liveliness and perhaps even an element of brashness, have their place in certain parts, contrasting with more restrained effects in other areas having a different character.

Quality emphasised by lighting
—the C.I.S. building in Miller Street

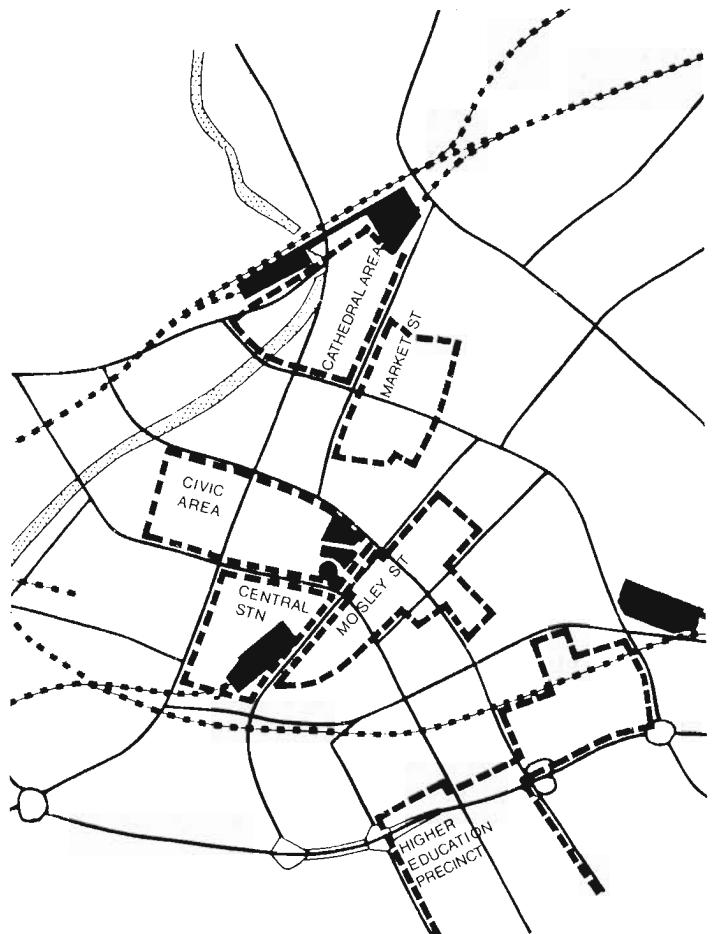


5.Comprehensive Planning Proposals

1. Comprehensive planning proposals or 'Advisory Schemes' have so far been prepared for five areas amounting to about 200 acres and representing most of the core of the Central Area. Together with that part of the Higher Education Precinct which lies north of Mancunian Way and is within the Central Area, they can be considered as potential 'Action Areas' which are ripe for redevelopment and where clear pressures for rebuilding exist.

2. It must be emphasised that these proposals do not represent abstract conceptions; the three dimensional framework contained in them is based on uses and accommodation requirements that can be realistically anticipated and the proposals are intended to serve as a brief to developers and as a basis for more detailed design work. In some of the areas, development has already been completed, or is in course of construction in accordance with the proposals, whilst in others, planning approvals have been given for developments that have been worked out in consultation on the basis of the particular Advisory Scheme.

3. The accompanying diagrams and Map No.9 show these parts of the Central Area for which three-dimensional planning schemes have so far been prepared, whilst a breakdown of the uses proposed and other relevant information is given in Appendix C, Table No.6. The areas are as follows:-



- (i) The Market Street Area, extending from Shude Hill in the north to King Street in the south, bounded by Corporation Street to the west and High Street/Fountain Street to the east.
- (ii) The Cathedral and Market Place Area, extending from Victoria Station, in the north to St. Mary's Gate in the south, bounded by Corporation Street to the east and the River Irwell and Exchange Station to the west.
- (iii) The area referred to as 'the Civic Area' extending from the Town Hall in Albert Square to the Courts of Justice in Crown Square, bounded by John Dalton Street and Bridge Street to the north, and Peter Street and Quay Street to the south.
- (iv) The Mosley Street Area, between Piccadilly Plaza and Central Station, bounded by Mosley Street to the west, Portland Street to the east.
- (v) The Central Station Area, between Deansgate and Lower Mosley Street, bounded by Peter Street to the north and Whitworth Street West to the south.
- (vi) That part of the Higher Education Precinct lying within the Central Area, between Upper Brook Street and London Road and bounded by Whitworth Street to the north and Mancunian Way to the south.

The Market Street Area

4. This most important area, centred on Market Street, encompasses the heart of the regional shopping centre. Much of the property within it has been ripe for redevelopment for many years and in consequence has been the subject of interest on the part of developers. It became evident at an early stage that proposals put forward for individual sites would have to be reconciled with a comprehensive design for the whole

area. The opportunity to rebuild in a manner worthy of the location would otherwise have been lost and it would have been impossible to deal with the existing pattern of circulation wherein Market Street is at one and the same time, the City's busiest pedestrian street and a main trunk artery for through traffic.

5. At the outset, the strategic pre-eminence of Market Street in the shopping pattern was recognised. Investigation showed that the traditional location could be exploited to provide a really fine shopping centre, capable of absorbing the bulk of the shopping requirements anticipated in the future; this would necessitate the removal of through traffic and the development in depth of the obsolete property that lay behind the high value frontages.

6. The basis of the scheme is that Market Street should eventually become the pedestrian way in a system of covered and open pedestrian routes planned along the traditional lines of movement through the area. The traffic displaced will be carried in part by the primary road network and in part by an improved Cannon Street which becomes an important link in the secondary system.

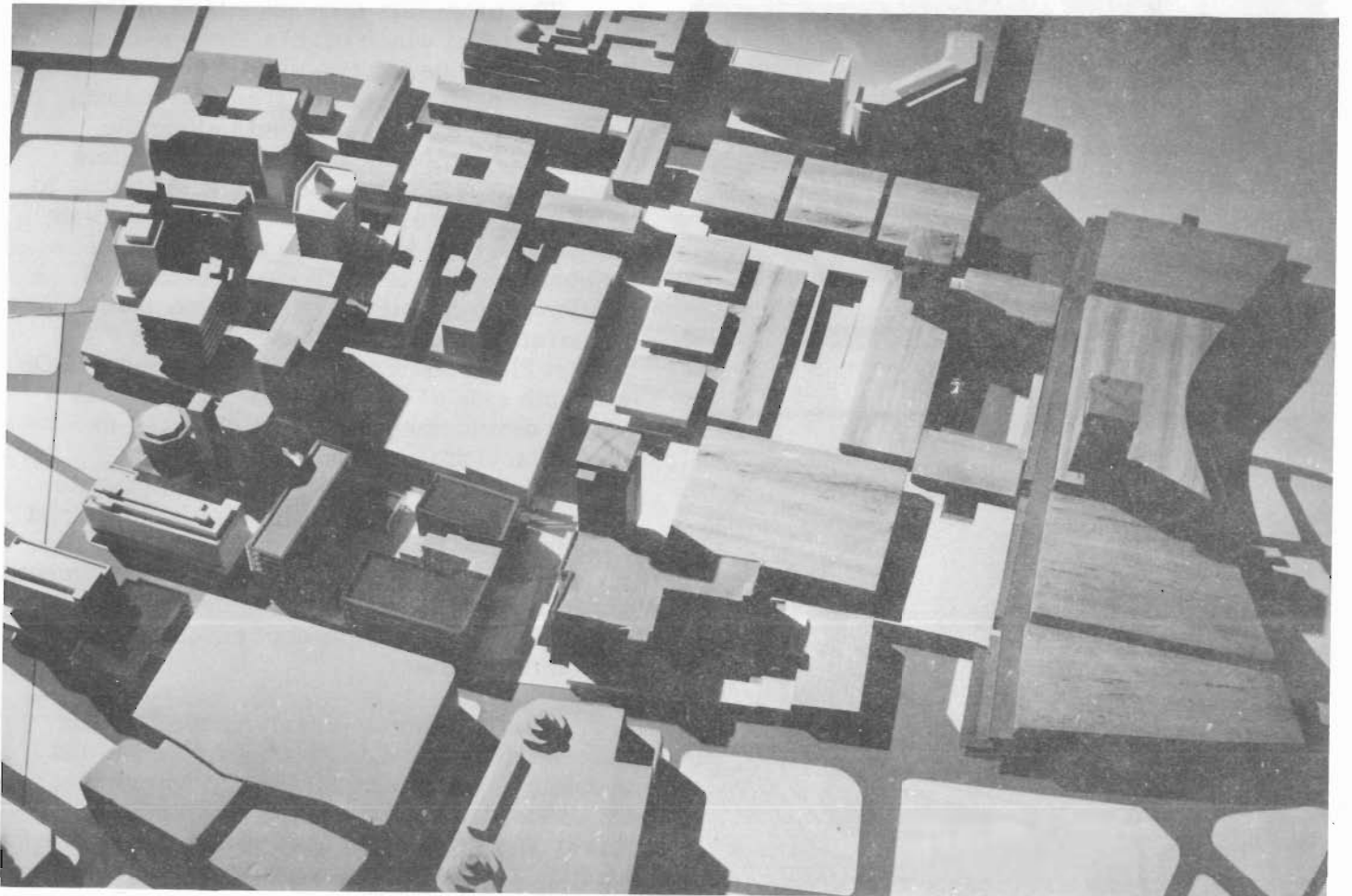
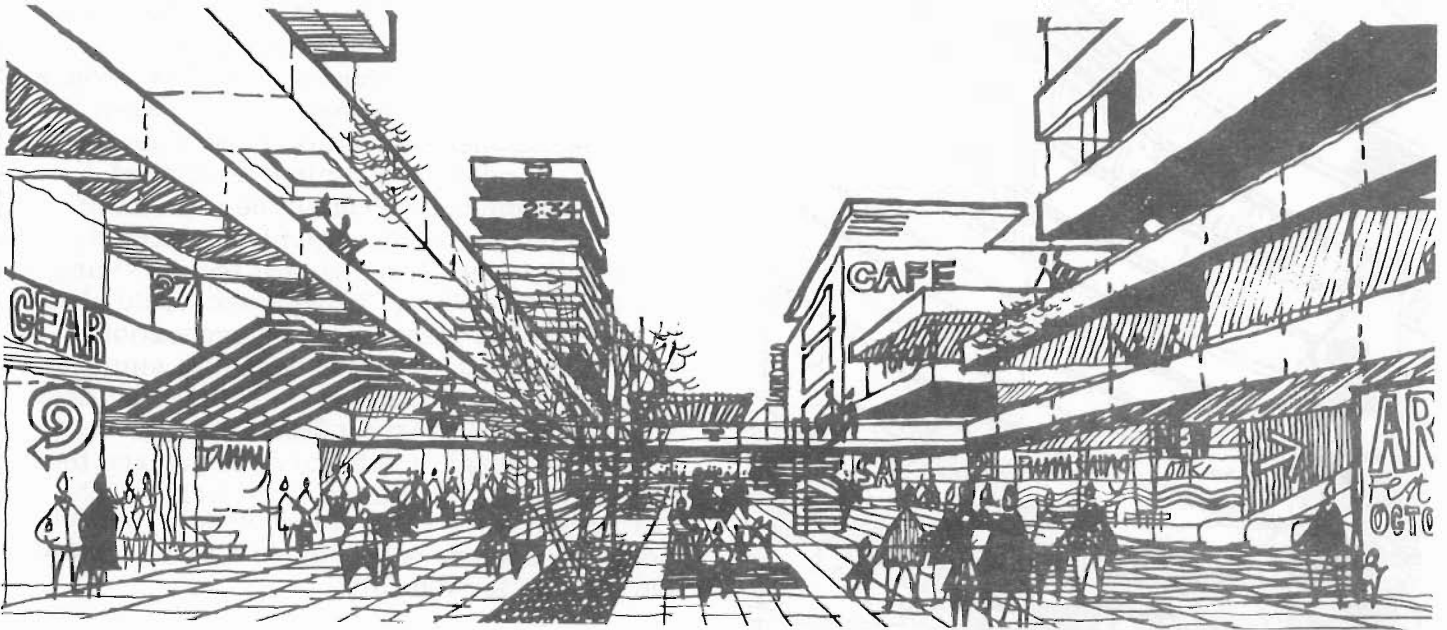
7. Although proposals for the conversion of Market Street to pedestrian use are not new, the obstacle has always been the provision of alternative servicing arrangements, particularly on the south side where the existence of the old General Post Office and the narrow depth of frontage created serious technical problems. The demolition of the General Post Office and its replacement by a new building to form part of the Market Centre Scheme, the second stage of which is now under construction, has enabled this problem to be overcome.

8. The north side of Market Street however, provides the opportunity for more comprehensive treatment. It is proposed that the area up to Cannon Street should be developed in depth primarily for shopping (with servicing below ground level) whilst the

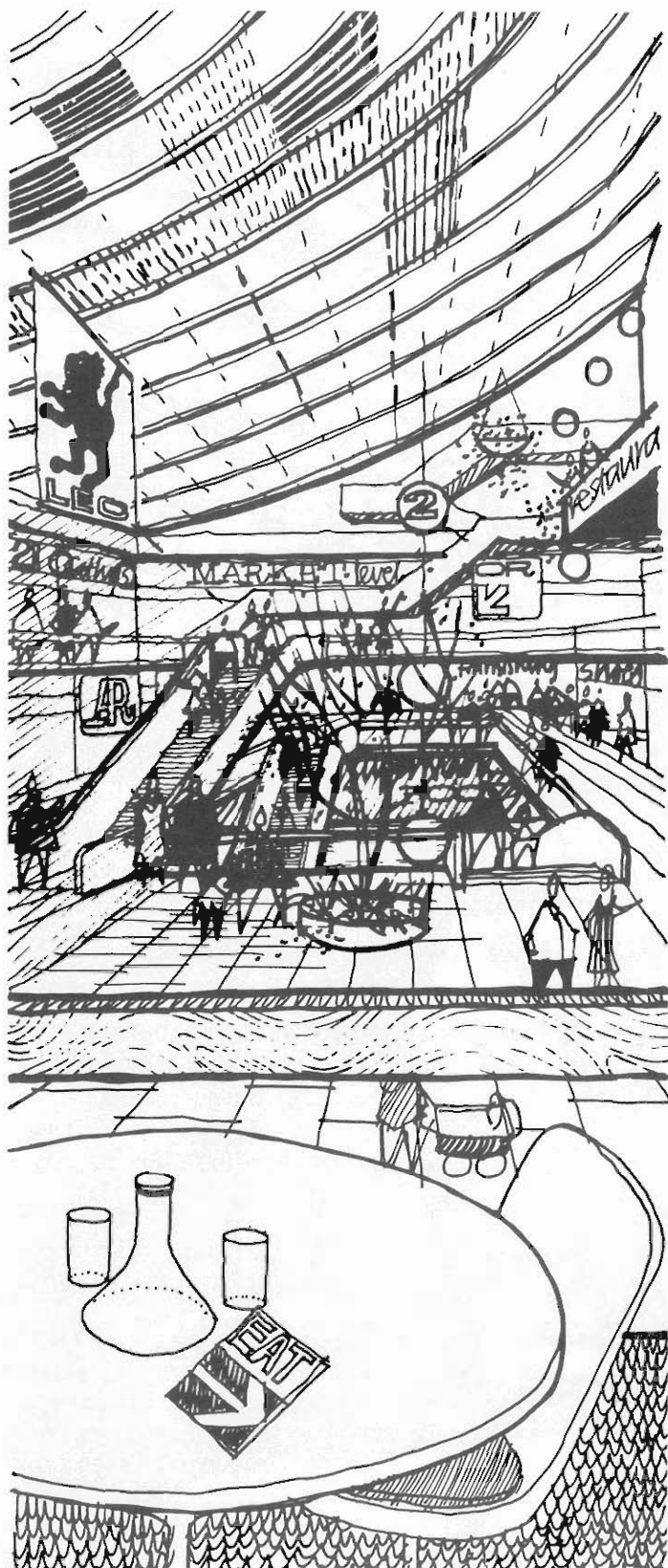
Market Street of the future —free of vehicles with
arcades, urban landscaping and the character of
a permanent exhibition

(bottom)

Market Street proposals, looking towards the
Royal Exchange



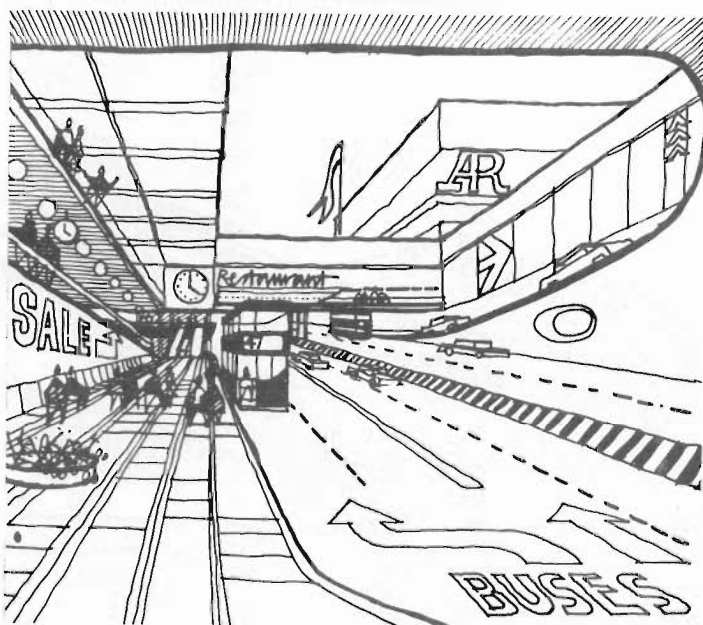
Pedestrian shopping malls should be lively, with a variety of spaces and character



area between Cannon Street and Withy Grove will be used in the main for principal car parking to serve the shopping area as a whole (with space for approximately 2000 cars); it will also contain a bus station and a new retail market. In addition a limited amount of shopping could appropriately be included in this part of the area to provide a continuity between the main shopping and the servicing facilities. The Withy Grove block would also be used for the relocation of a proportion of the warehousing and other uses of a similar nature at present situated in the narrow lanes behind the Market Street frontage. The retail market, although it will serve to replace the limited retail facilities at Smithfield which will be lost when the main wholesale market moves to Gorton, will provide a much needed new facility for the City.

9. The proposals take advantage of the change in level which occurs along Market Street to provide for two main levels of shopping, each accessible from the natural ground level at different points along the Street. The adoption of a two level system enables independent pedestrian connections to be provided. These will link up not only with the Withy Grove part of the area, leading eventually to the new proposed residential development at Smithfield, but also across Corporation Street into the area of the Market Place and Corn Exchange schemes. On the south side of Market Street the Market Centre development has been designed to permit an ultimate connection, when redevelopment takes place, through the site now occupied by the Manchester Guardian and Evening News and over Cross Street into the St. Ann's Square area. All these developments are important elements in the eventual realisation of an independent pedestrian circulation system.

10. Early action is clearly needed to deal with the evident conditions of bad layout and obsolete development existing in so much of the area, particularly to the north of Market Street and in order to ensure that comprehensive development is not impeded by



the problem of fragmented ownership, the City Council has approved the preparation of formal Comprehensive Development Area and Designation proposals. These have now been submitted and are at present being considered by the Minister of Housing and Local Government.

11. Included within these proposals is the largely commercial and business area lying between Market Street and King Street, where a considerable amount of redevelopment has already taken place and more is under construction. The emphasis in this part of the area - which contains several important buildings and has considerable character, is not placed on very large scale comprehensive treatment but on rationalising an inadequate street circulation system and enabling redevelopment to take place, where this is necessary, in related units of reasonable size. Already it has been possible in this area to achieve development of satisfactory scale and layout by means of negotiation and it would not be the intention to invoke the powers available if the designation proposals were to be approved, unless it became evident that reconstruction was being unduly delayed or satisfactory units of development could not be achieved without their use. Owing to the

practical limitations on the degree of accessibility that can be achieved, there are no future proposals for major car parking provision in the area south of Market Street.

12. The eventual closure of Market Street and the introduction of the other new pedestrian routes through the area will afford the opportunity for air-conditioned malls and continuous arcades and also for extensive landscaping, including sculpture, fountains and water treatment. There will be facilities for children and areas for rest and relaxation, protected from the weather and from traffic dangers and noise. This scale of development and these types of facilities will be required to induce people into making special expeditions to the regional centre and will increasingly be taken for granted as other centres are redeveloped.

Within the space of a decade, the City's central shopping area could be transformed to take on something of the quality of a well set out and continuously changing permanent exhibition, supplying the variety and interests that centres with a smaller catchment area are not able to provide. It should be lively and busy by day and brilliant and gay by night.

The Cathedral & Market Place Area

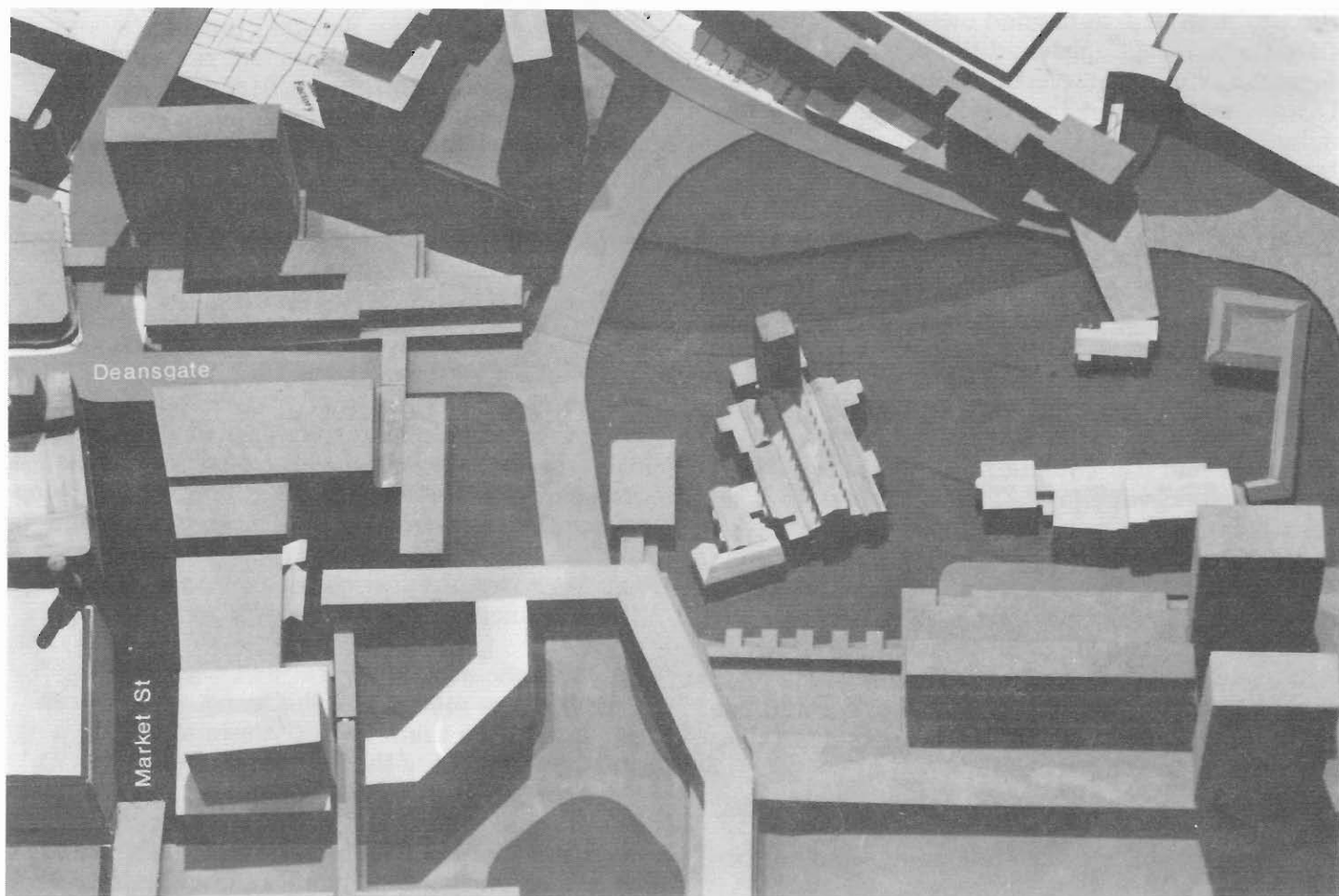
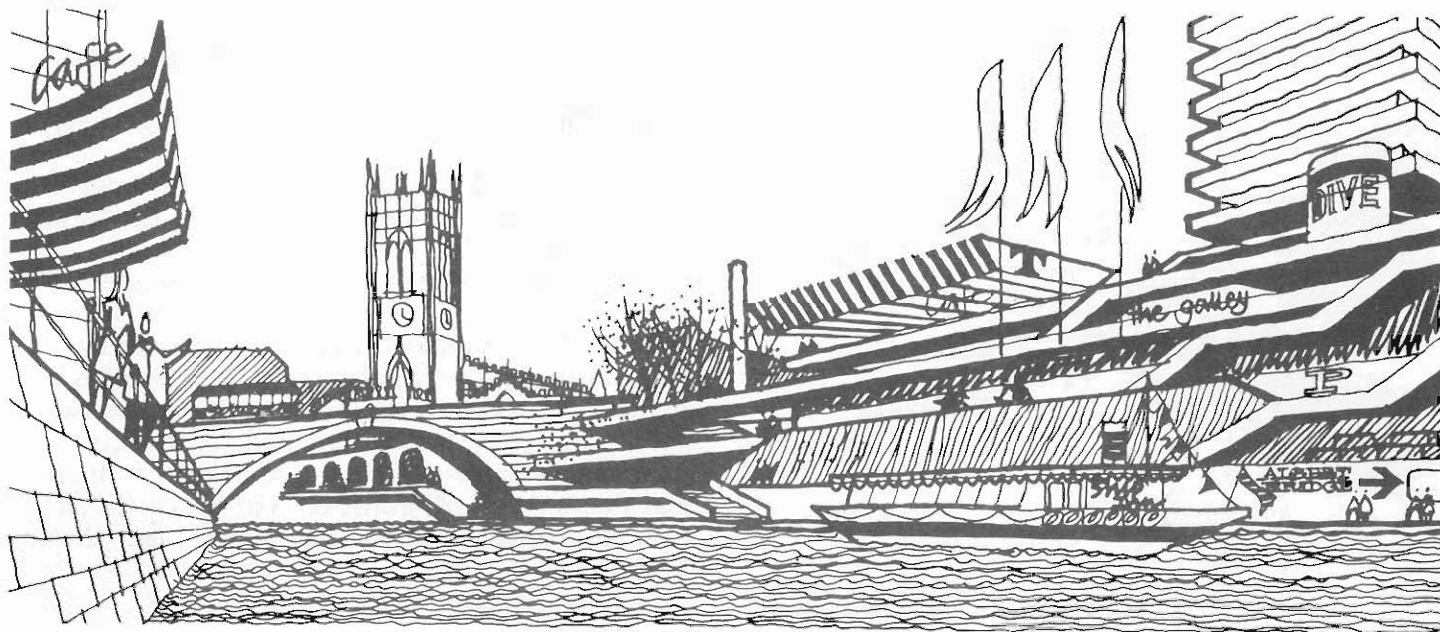
13. The Cathedral and Market place area, bounded by Victoria and Exchange Stations, St. Mary's Gate and Corporation Street comprises some 25 acres. Part of the City of Salford, between the River Irwell and Exchange Station, is included within the proposals, being closely related from both the circulation and civic design points of view, and the scheme has been prepared in collaboration with the City Engineer and Planning Officer of Salford.

14. Manchester Cathedral and Chetham's Hospital are situated in the heart of this area and one of the main objectives is to create a worthy setting for these historic buildings. At the present time the Cathedral West Door looks out across a noisy and heavily trafficked road, over the River Irwell which is hidden from view in a deep cutting, to a jumble of old buildings

The riverside frontage to the Irwell provides exciting possibilities

(bottom)

View of Cathedral area proposals, looking towards the River Irwell



and advertisements, surmounted by the prominent and unprepossessing war damaged facade of Exchange Station. Chetham's Hospital is also surrounded and almost hidden from view, by obsolete and inappropriate development.

15. The shortcomings of this setting have for long been recognised and an important proposal of the City of Manchester Plan, 1945, was the creation of a precinct to contain the Cathedral and Chetham's Hospital, to be achieved by the closure of the intervening Fennel Street. In an extended form, this remains a feature of the new planning proposals for the area.

16. War damage was responsible for the destruction of the old Market Place area and also Victoria Buildings, the site of which has since been grassed and planted as an open space. The old Wellington Inn, however, which is scheduled as an Ancient Monument and also 'listed' as a building of special architectural or historic interest escaped damage, and survives as one of the very few reminders of Manchester's Medieval past. The adjoining Sinclair's Oyster Bar which was restored at a later period, is also 'listed', and one of the problems has been to reconcile and integrate these two small scale buildings in a sympathetic way with the renewal of the surrounding area, ripe for redevelopment.

17. Preliminary advisory proposals were prepared in 1963, although at that time the main framework of road proposals envisaged the construction of the City Centre Road over the River Irwell and along the line of Cateaton Street between the Cathedral and the Market Place area. The primary road in this position, which might have been a high level structure, presented almost insuperable environmental problems, cutting off the Cathedral Precinct from the rest of the City Centre, whilst there were also serious engineering difficulties. The alignment now proposed through Salford on the other side of Victoria and Exchange Stations, has enabled the planning of this area to be reconsidered and the present proposals are the outcome; they have been approved by

the Manchester and Salford Joint Committee and two major development applications for the Market Place and Corn Exchange areas have received outline planning approval in accordance with the advisory plan.

18. From a circulation point of view the Market Place area occupies a strategic position; it is the 'hinge' between the Market Street shopping area and the shopping areas of St. Ann's Square and King Street and it also marks the transition between the two-tier pedestrian circulation of the former, and the mainly ground level precinct treatment of the latter. The proposals for both the Market Place and Corn Exchange areas provide for pedestrian movement at both ground and upper levels; the upper level movement will run from Victoria Station, through the Corn Exchange area and across Cateaton Street, allowing for connections across Corporation Street into the Market Street scheme and its associated servicing area which will include the bus station and market. The main pedestrian shopping square is at the lower level, virtually the existing level along St. Mary's Gate and facilities are provided for inter-change with the higher level of movement referred to above. There is also to be a pedestrian bridge across Deansgate connecting the development on the east and west sides.

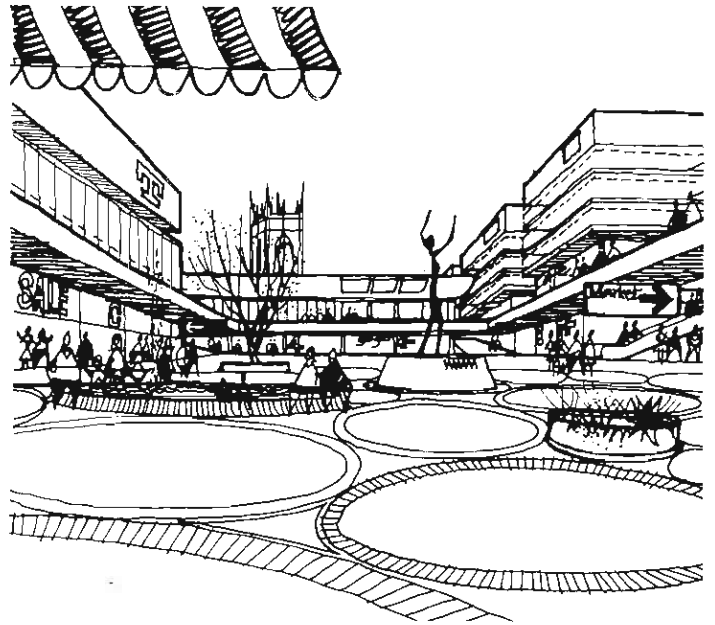
19. The implementation of these comprehensive proposals is dependent on the closing of Victoria Street, between St. Mary's Gate and Cateaton Street and a number of other small streets in the Market Place area. Servicing arrangements, which take into account the existing buildings of Longridge House and Michael House, will be at basement level. Access for goods vehicles will be from Cateaton Street for the area to the east of Deansgate and from Blackfriars Street and Deansgate, for the area to the west. The accommodation of the below-ground servicing will involve the loss of about eighty car spaces in the existing underground car park, the access to which will be re-arranged to run from Cateaton Street, but a new car park

The pedestrian square in the Market Place area from which radiate upper level links to other development

on the west side of Deansgate is proposed, which will accommodate about 500 cars. It is also proposed to accommodate a new hotel on this site, overlooking the river. Eventually, a further length of Victoria Street, the length that passes in front of the Cathedral and Fennel Street will be closed, thus making possible a traffic free precinct which will contain both the Cathedral and Chetham's Hospital and extend right up to the river.

20. The new proposals provide for improved connections with the Cathedral Precinct, and an area of public open space, in substitution for the present Victoria Gardens site, is proposed in a location where it would contribute more directly towards the setting of the Cathedral. The present Victoria Gardens, although a welcome oasis of green in an otherwise solidly built up area, are surrounded on all sides by traffic, and the risk of subsidence has meant that they could not be made available for public access and enjoyment. The new area, in contrast, would be readily accessible and it would connect with a pedestrian square in the heart of the new Market Place shopping area which is planned in relation to the old Wellington Inn and Oyster Bar. In order to facilitate pedestrian movement through the scheme, the submitted development proposals envisage that these buildings will be raised a matter of six feet on their existing sites and the permission which has been granted is subject to the production of satisfactory engineering evidence that this operation can be carried out without risk of serious damage.

21. The present advisory scheme and the more detailed development proposals which have received planning approval, have been the subject of consultation with the Dean and Canons, and with Messrs Wilson and Womersley, who act as planning advisors to the Cathedral. Consultations have also taken place with the Fine Arts Commission and in respect of the Wellington Inn and the Oyster Bar, with the Ministry of Public Building and Works and with the Ministry of Housing and



Local Government. A report, dealing with the present conditions in the Cathedral area and making suggestions for its improvement, has been prepared by Messrs Wilson and Womersley for the Cathedral Authorities and several of the suggestions made in this report are reflected in the present planning proposals, including the possibility of opening up a frontage to the river in order that in the long run a riverside walkway may be created. Both the Market Place development scheme and other developments approved in the Parsonage area make provision for this feature.

22. The future character of railway facilities at Victoria and Exchange Stations is currently the subject of study by British Rail. The outcome is of the greatest importance in connection with the planning of the area in the vicinity of the Cathedral and discussions have already taken place with representatives of the Cathedral, British Rail, the Civic Trust for the North West, and Salford and Manchester Corporations, with a view to co-ordinating activities. If the use of Exchange Station for passenger traffic were to be discontinued, it would make possible the removal of the bridge approach across the River Irwell - a consistent policy in advisory proposals for this area, whilst the release of certain railway land

Generous pedestrian area south of Brazennose House, paved and landscaped

(bottom)

Civic Area proposals, looking towards the Town Hall

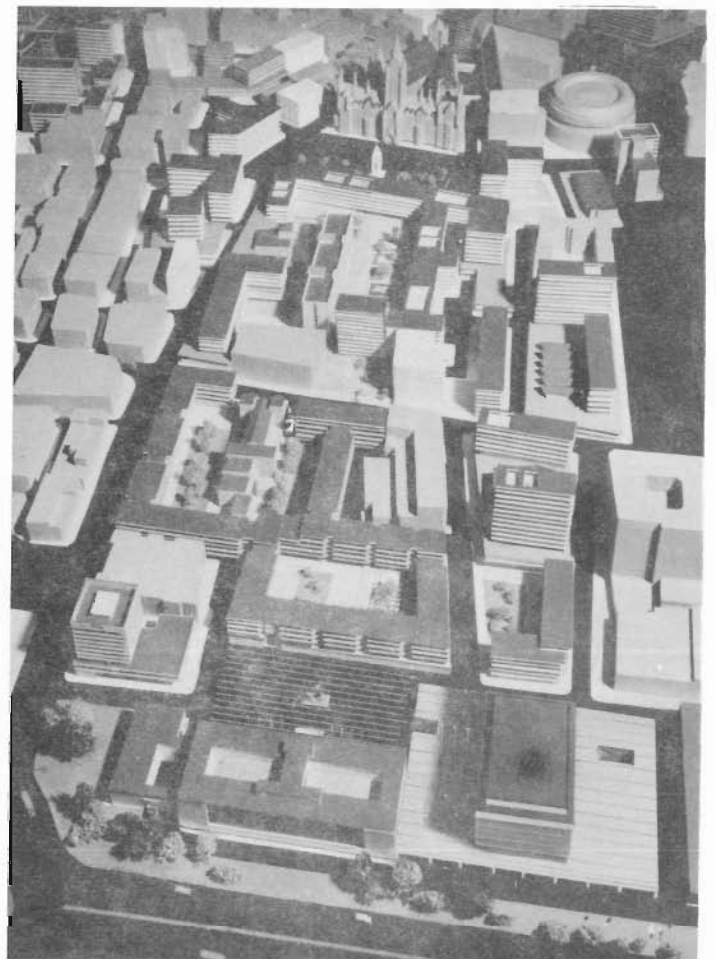
at Exchange, Victoria and Hunts Bank would hasten the transformation of what is at present a generally depressing and grimy area, into a Cathedral precinct worthy of the name. Until railway plans have become firmer, it is not possible to put forward more detailed proposals for this part of the area and when more information is available it may well be possible to modify and improve certain aspects of the present scheme.

The Civic Area

23. The creation of a Civic Area between the Town Hall and the Courts of Justice was first proposed in the City of Manchester Plan, 1945 and an area of 62 acres was allocated in the Development Plan for General Civic, Cultural or other Special Uses. It was considered that this area was particularly well located for purposes connected with government and local government, although in practice it proved difficult to correlate the progress of physical redevelopment with the forecasting and emergence of demands for these special uses.

24. In order to avoid stagnation and to encourage much needed redevelopment, approvals have been given for commercial office purposes. Certain Corporation departments are accommodated in the new buildings and together with the Courts of Justice and the Magistrates' Courts which are now being built, these uses are a reflection of the original proposals. The changing circumstances in relation to the requirements of government departments have always made their needs difficult to forecast with any degree of accuracy and they have tended either to build on sites or to occupy offices which happened to be available at the time they needed the space. For example, the Regional Offices which were set up comparatively recently, are situated in the Piccadilly Plaza.

25. As far as the Corporation is concerned, a study has been undertaken to ascertain the amount of space likely to be needed for future expansion, based on experience in recent



years and as a result, certain areas in proximity to the Town Hall complex are considered to be particularly suitable for this purpose. Apart from the question as to whether office accommodation provided is used for public or private purposes, there has been a consistent effort to produce a special character in the development of the area that would reflect its relationship to the important elements of the existing civic centre at Albert Square and the new Courts of Justice at Crown Square. Moreover, within the area itself is the John Rylands Library, an important building of special architectural and historic interest and the Roman Catholic Church of St. Mary's popularly known as the 'Hidden Gem'.

26. The way in which the area is to be treated, however, has changed radically since the City of Manchester Plan proposals and the proposals of the present advisory scheme are described in more detail below. The earlier conception was on axial lines and envisaged a broad 'processional way' in the grand manner, connecting Albert Square and Crown Square, the Town Hall tower forming a terminal feature at one end and the Courts of Justice closing the vista at the other; the 'processional way' would have been a road open to vehicular traffic. The new proposals prepared jointly with the City Architect, in contrast, are precinctual in character, consisting of a series of interlocking and landscaped pedestrian spaces of varying scale. The emphasis is essentially on a more intimate human scale, different in character from the main commercial areas of the City, with opportunities for continuously changing views.

27. Walking through the area from Albert Square, where an increased sense of enclosure will be provided by a more unified treatment of the frontage opposite the Town Hall, a large pedestrian 'place' will be entered, smaller than Albert Square but still of substantial scale; this will be paved and landscaped, with cafes and restaurants and room for people to sit and to stroll at will. Looking back, views of the Town Hall tower

will be contained by the comparatively restricted openings leading through into Albert Square itself. The buildings in this part of the scheme are in general planned to be of an average height of about seven storeys, although a little more vertical emphasis could appropriately be obtained in the transverse block planned parallel to Deansgate which would close off the 'place' on the Deansgate side; the scale is designed not to compete with the Town Hall since the facade and tower of this would still tend to dominate and provide a focus. Brazennose House on the north side, has already been constructed and pedestrian ways through the building at ground level allow glimpses to be obtained of the 'Hidden Gem' and communicate with the existing system of narrow pedestrian ways that lead through to St. James's Square, King Street and St. Ann's Church. Some old development opposite Brazennose House, between Brazennose Street and Queen Street, has now been demolished and although the site is at present being used for car parking, it is now becoming possible to discern on the ground the ultimate proportions of the new open area.

28. Passing out of the larger 'Brazennose Place' a series of smaller open spaces is then reached. The first opens out on to Deansgate itself and then after moving below the road by means of an underpass, the walker emerges into a further oblong shaped landscaped area, designed primarily to provide a setting for Ryland's Library which occupies the north side. The long side elevation of Ryland's has always been almost hidden from view and the new proposals will enable the building to be properly appreciated not only at close quarters, but also from some distance along Deansgate. From this area, an enclosed quadrangle is entered, surrounded by development of four and five storeys designed to create a collegiate atmosphere, reminiscent of an Inn of Court; the accommodation in the quadrangle and its location close to the Courts would be particularly suitable for Chambers and professional offices of the smaller kind. From this quadrangle a flight of steps leads

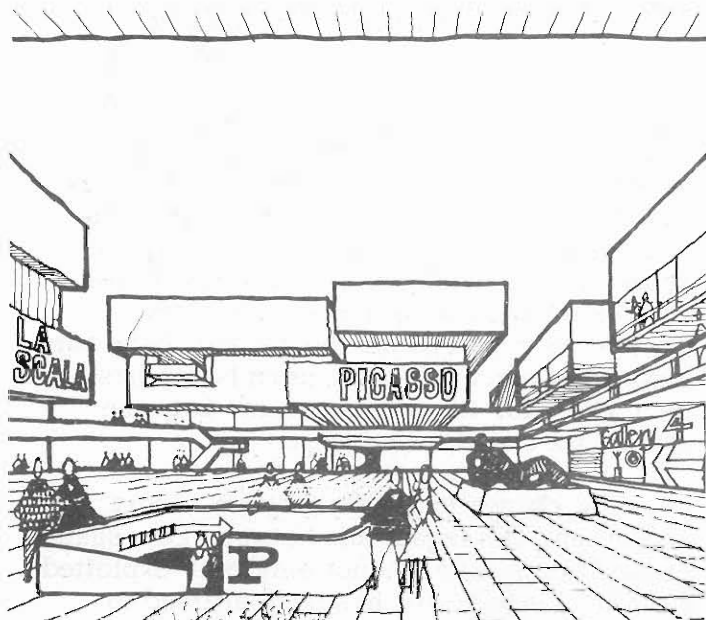
down into Crown Square from which it is intended to exclude through traffic. The layout of the Square will be modified, with more refined and extensive landscaping treatment related not only to the existing Courts of Justice but to the new Magistrates Courts to be built on the adjacent site. The first part of this quadrangle, including the steps into Crown Square, has recently been completed and a substantial part of the demolition required for the second phase has also taken place; planning permission has been given for the entire scheme between Deansgate and Crown Square.

29. The change in levels between Albert Square and Deansgate and between Deansgate and Crown Square has not only been exploited for visual effect, but has been utilised to enable vehicular servicing and car parking to be provided beneath the new development and the pedestrian areas. Complete pedestrian and vehicular separation is achieved, in this case on the 'ground level precinct' principle. All the development which is taking place in this area is in accordance with the advisory scheme, the general form of which can now be appreciated on the ground. With the exception of the acquisition of the site for the new Magistrates Courts (for which a Compulsory Purchase Order was confirmed) implementation has been by negotiation and agreement and it has not so far been necessary to submit formal Comprehensive Development Area or Designation proposals in order to achieve the planning objectives.

The Mosley Street Area

30. The advisory proposals for this area cover 35 acres extending from the Piccadilly Plaza, southwards to Lower Mosley Street and include an area of about 18.5 acres surrounding the City Art Gallery for which Comprehensive Development Area proposals are being prepared. Much of this area, which contains a high proportion of warehousing uses, is obsolete and ripe for redevelopment. The relationship to the Civic Centre and to the

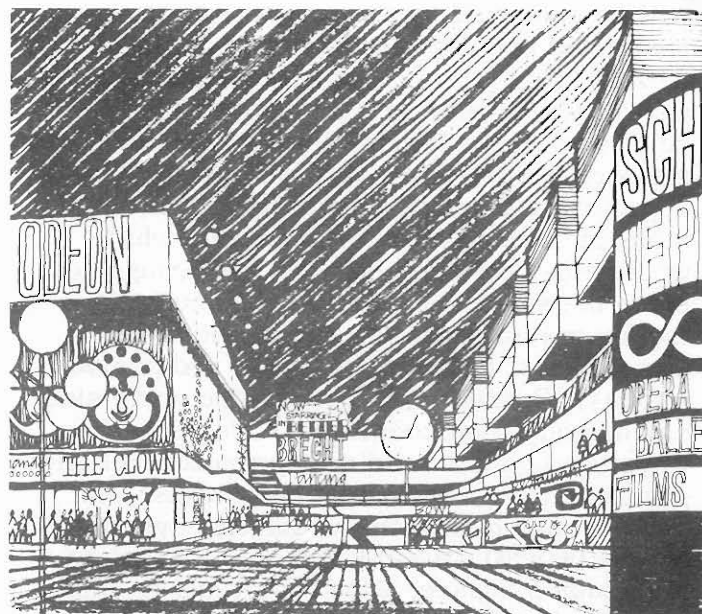
The character of the proposed Arts Centre



A revitalised Oxford Street, the hub of the City's night life

(bottom)

Mosley Street Area proposals, looking towards Piccadilly Plaza



traditional entertainments area of the City led to its selection as the site for the projects comprised in the proposed Arts Centre and the other uses which are considered to be appropriate in the future are discussed in more detail below.

31. Several streets which cross the area are to remain open to traffic, namely Charlotte Street, Princess Street, which is a main secondary route and Oxford Road, which will eventually lose its importance as a through route but continue to carry buses and a considerable amount of local and service traffic between the City Centre and the Higher Education Precinct. Moreover, in planning this area it is necessary to take into account the need to provide good pedestrian connections to the existing and proposed new development (including the Chorlton Street bus station and car park) on the opposite side of Portland Street. This route as mentioned, is to become part of the primary road network.

32. These considerations dictated the adoption of an upper level system of pedestrian circulation in this sector of the City and the underlying principle of the three-dimensional proposals put forward is the creation of an artificial ground level; this would be developed to provide for open spaces and squares and it would also be pierced extensively to accommodate existing buildings and to provide inter-change with spaces and activities related to the natural ground level.

33. Development in the area between Piccadilly Plaza and Charlotte Street has already been completed or has been approved in detail. The new Bank of England on which work is about to commence, on the site fronting Portland Street, has been designed to accommodate the upper level circulation, with provision for bridge links across York Street into the Piccadilly Plaza and across Charlotte Street to the Arts Centre, in accordance with the advisory proposals. The recently completed St. James's House, although designed primarily in relation to the natural ground level, is also capable of being linked into the upper level system.

34. South of Charlotte Street and on both sides of Princess Street is the area proposed for the new Arts Centre, which includes an extension to the City Art Gallery and the proposed Opera House, and associated accommodation including a small amount of shopping, restaurants, studios and offices. A link across Princess Street leads through to the sites proposed for a new theatre, and then on into the entertainments area on either side of Oxford Street, which is intimately related to the Arts Centre proposals. The general objectives with regard to entertainments uses and the creation of an Arts Centre have already been discussed on page 20.

35. The major pedestrian level continues across Lower Mosley Street and connects with Central Station and the land in railway ownership extending through to Deansgate. Although entertainment uses are appropriate in all these areas, the foreseeable demand is unlikely to be sufficient to make comprehensive development on this basis alone a viable proposition. In view of the capacity of the established shopping areas of Market Street and Market Place to absorb the likely demand for the extension of the regional shopping centre, there is considered to be little scope for major shopping, although a limited amount related to the secondary shopping centre of Oxford Street and St. Peter's Square might be appropriate. Office development combined with entertainment uses could be satisfactorily planned and serviced and hotel and residential uses would be encouraged.

36. Because of the need to rationalise the basic circulation system over an extensive area, this scheme is necessarily drawn up in much broader terms than those previously described and particularly in the area to the south of Princess Street the building form shown can only be regarded as tentative and of a preliminary nature. The scheme will be developed and modified as accommodation requirements can be more accurately foreseen and at the present time it must only be regarded as a general guide to development in the area.

The Central Station Area

37. Of the areas so far considered, this is the one where it is most difficult to foresee development in any degree of detail at the present time and although preliminary proposals have been prepared, there still remain some open questions. When Central Station is closed, it will mean that, including the adjacent goods yards, an area of about 23 acres between Lower Mosley Street and Deansgate will become available for other uses. About 5 acres will be required for the implementation of the primary road network, leaving 18 acres for development.

38. The unique suitability of the site for car parking to serve the Central Area as a whole has already been referred to in the section on entertainments, on page 21, but it is evident that such a prominent site could and should be developed for other purposes in addition to car parking, although as far as major shopping is concerned the same limitations apply as in the case of the Mosley Street Area to which it is closely related.

39. The Train Hall itself, a fine example of the bold engineering architecture of the railway age, is 'listed' as a building of special architectural or historic interest, and as always, the problem of retention is to find a suitable use; uses considered have included an Exhibition Hall, a Sports Hall and a Technological Museum. The Exhibition Hall would be to replace the inadequate existing building nearby, the site of which is in any event required for road purposes, whilst a Sports Hall and a Technological Museum are both facilities which are needed.

40. A central site for any of these purposes involved problems of economics, but the Exhibition Hall proposal appeared to offer the most positive potentialities. Shorn of its 'temporary' wooden front, and given a setting appropriate to its scale, the Train Hall could undoubtedly be converted into one of the finest Exhibition Halls. Good accessibility and car

parking facilities could be provided, and above all this is a use which would provide a stimulus to the development in the remainder of the area and to this part of the City Centre generally. No decision, however, has yet been made and alternative proposals for a City Exhibition Hall, outside the Central Area altogether, are also under consideration.

41. The main planning problems associated with the Central Station area, apart from the question of the eventual use of the Train Hall itself, are related to phasing and timing and the availability and correlation of public and private resources to enable the full potential of the area to be realised. Once railway activities have ceased, it will be virtually without an existing use and the availability of such a large area of new 'central area' land at one time is bound to raise doubts as to whether the short term potential for commercially viable and acceptable uses is sufficient to provide the impetus for development of the scale required. Limitations on public investment, moreover, tend to militate against the speedy provision of the facilities and amenities that would prime the development. The importance of this area to the City lies in its longer term potential and in its strategic relationship to the future system of communications.

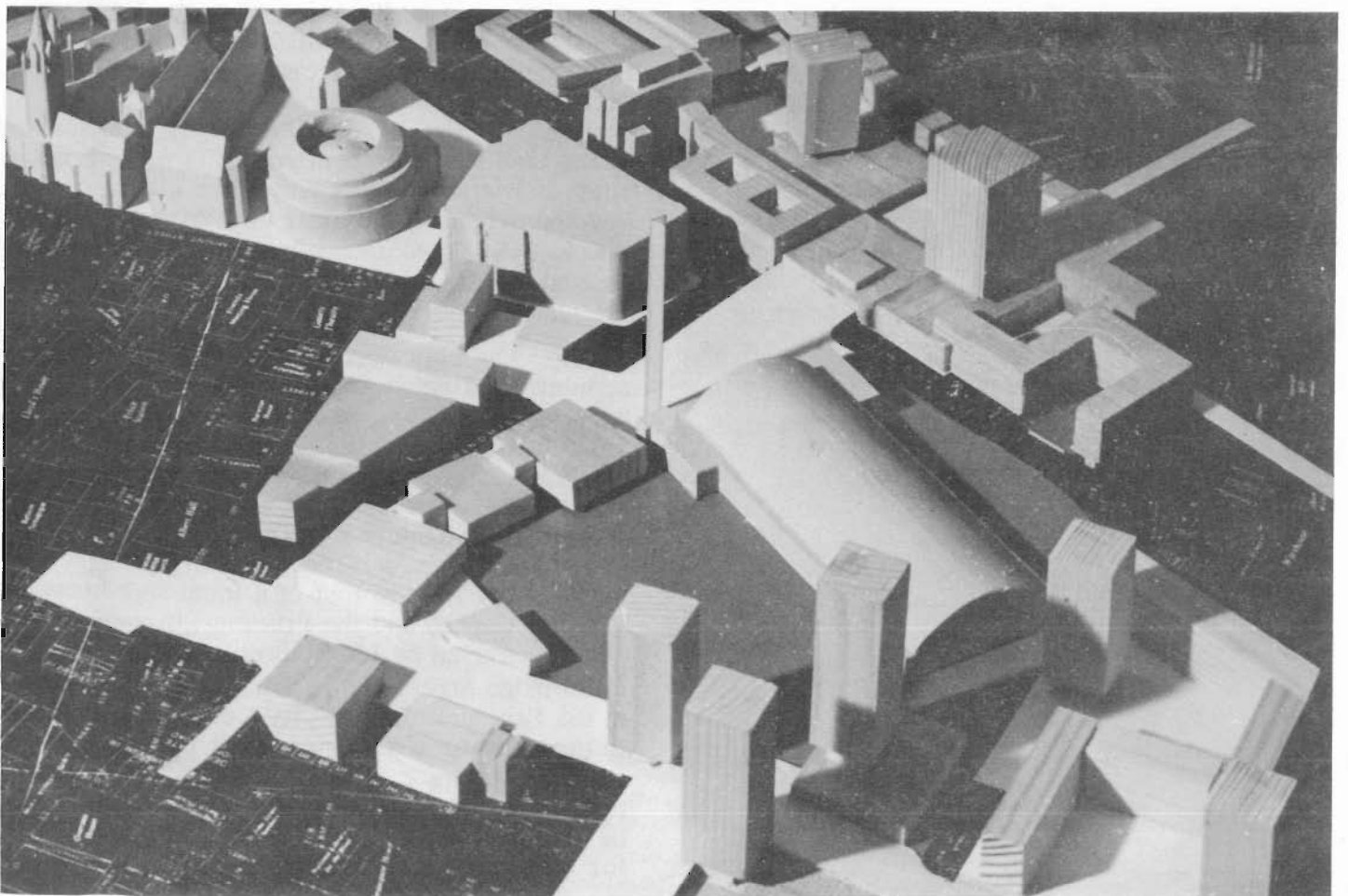
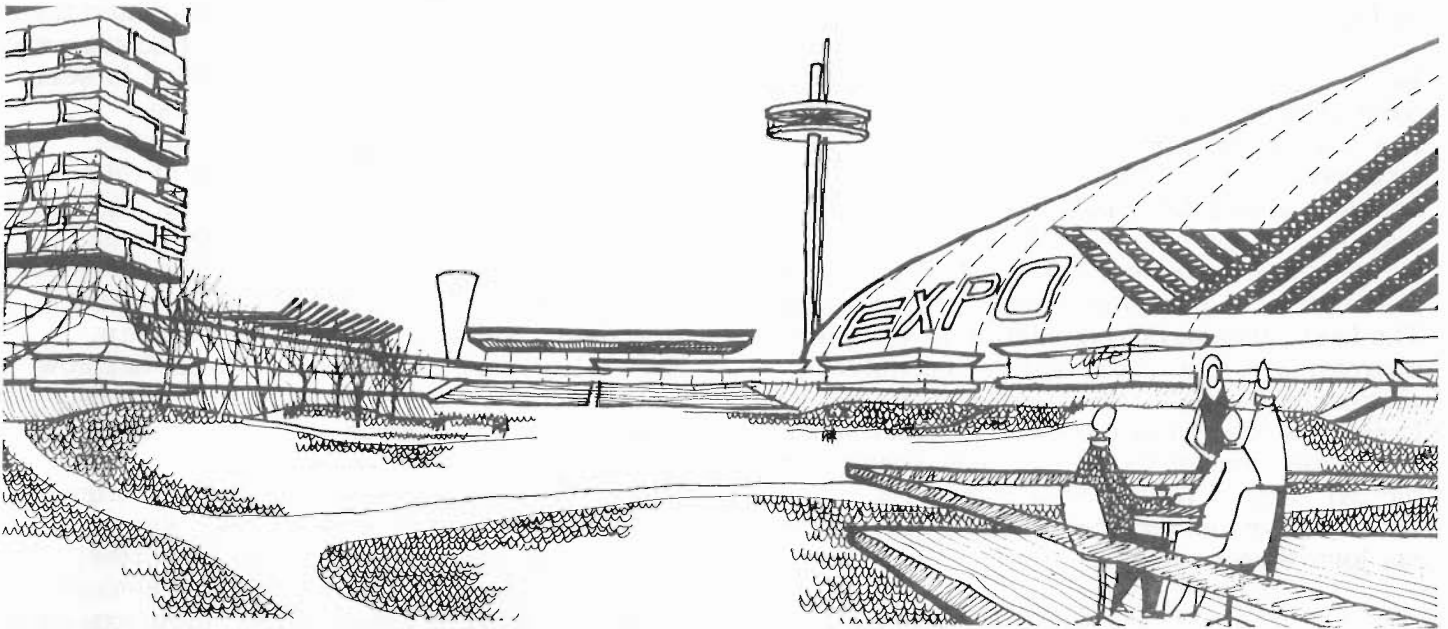
42. In these circumstances it is virtually impossible to be precise at the present time, and the preliminary proposals are designed to show the scale rather than the detail of the opportunities that this area presents. It is an area which quite clearly lends itself to imaginative treatment on comprehensive and co-ordinated lines and although present circumstances make necessary a high degree of flexibility, it will be essential to ensure that development of a piecemeal nature does not compromise the realisation of its long term potential.

43. The preliminary proposals assume that the Train Hall would remain and probably be developed and extended as an Exhibition Hall. The surface of the car parking decks would be

An unrivalled opportunity to provide a large open space within the city centre with complementary activities

(bottom)

Central Station proposals looking towards the Town Hall



landscaped, the first real opportunity to provide a major open space of about 6 acres in the centre of the City. Surrounding the open area on the Windmill Street side would be restaurant facilities and entertainment uses such as dance halls, an ice rink and cinemas, and the aim would be to achieve the character of a 'Tivoli Gardens' in Manchester. On the Deansgate side, the open area would provide an inviting setting for mixed office and residential development. A proportion of shopping and showroom use, both in connection with the Exhibition and entertainment facilities and also for the motor and engineering trades which are already established in the area could appropriately be included.

44. From a circulation and accessibility point of view, the area offers few problems. Car parking accommodation for 4,000 cars can be served directly from the primary road system, whilst the opportunity may occur to make use of the existing railway viaduct to provide an independent link from the car park in the general direction of Sale and Altrincham. The basic pedestrian circulation level would approximate that of the Station concourse, which would enable the upper level system to be carried across from the Mosley Street scheme, continuing through to the land now occupied by the car park at Watson Street and then ultimately extending across Deansgate into the St. John Street area.



Higher Education Precinct

45. The comprehensive plan for the Higher Education Precinct, which extends from the centre of the City as far as Whitworth Park, occupying in all an area of about 280 acres, has been drawn up by Messrs. Wilson and Womersley, Planning Consultants, on behalf of the Joint Committee representing the City, the University, the Institute of Science and Technology, and the Manchester United Hospitals.

46. Of this 280 acres about 43 acres lie within the City Centre itself north-east of Mancunian Way. In this area are situated the original buildings of the Institute of Science and Technology and the new campus which is being developed by the Institute between the Piccadilly/Oxford Road railway line and Mancunian Way. The development of this campus, which is now well advanced, has completely transformed one of the 'fringe' areas of the City Centre, previously occupied by a jumble of old warehouses and industrial premises, whilst a further area between Sackville Street and Princess Street has now been largely cleared in preparation for the extension of the campus.

47. On either side of Oxford Road, also on the City Centre side of Mancunian Way, are situated the John Dalton College of Further Education and the first stage of the National Computing Centre which is soon to be extended. In addition, on a site adjacent to the Computing Centre, planning approval has been given for a new Regional Headquarters and Studios for the British Broadcasting Corporation and a Compulsory Purchase Order for the acquisition of the land has been confirmed. A pedestrian route below Mancunian Way links all the above development with the main part of the Precinct, which extends southwards on either side of Oxford Road, bounded by Upper Brook Street and Cambridge Street.

48. The Plan envisages a total day population of about 40,000, of which about 25,000 will be students, and an essential element is the provision of residential accommodation within the Precinct itself for about 8,000. Oxford Road will act as a service and public transport route through the Precinct and its character will change from being a main radial road to that of a local link between the City Centre and the Precinct; through-traffic will be carried by Upper Brook Street and Cambridge Street and parking provisions both in the Precinct and the City Centre are related to these routes. An upper level pedestrian system, on much the same principle as that proposed for parts of the Central Area, will be provided along Oxford Road and provision for this is made in building projects that are

either under construction or recently approved, including the Mathematics and Computer Science Buildings of the University and the new College of Music.

49. The Plan is essentially for a 'City University' and the close relationship between the area of the City Centre and the Precinct both physically and as regards activities is recognised and exploited. The word 'precinct' is perhaps a misnomer in that it suggests something cloistered and withdrawn whereas the planning proposals for the area and for the adjoining areas of the City Centre are designed to permit the maximum use of educational, recreational, cultural and entertainment facilities by both students and a wide section of the public.

Future Areas of Study

50. The areas for which comprehensive advisory proposals have so far been drawn up are those where the need and pressures for redevelopment are evident and where changes of use are likely to occur within the more immediate future. Apart from the Higher Education Precinct proposals, they are all concerned primarily with the business and commercial area in the heart of the City. On the periphery there are other areas occupied by declining uses and obsolete development which are in urgent need of renewal although the impetus for commercial redevelopment is not so great. These areas, which offer particular scope for the introduction of residential use, are in course of being studied; they include:-

- (i) The Smithfield Market Area which will include the areas to be affected by the proposed Inner Ring Road, the Oldham Street and Lever Street Area and extend as far south as Dale Street and Church Street.
- (ii) The Rochdale Canal Area including land affected by the Inner Ring Road and land in the vicinity of Piccadilly Station.
- (iii) The Byrom Street Area bounded by Quay Street and Deansgate and including land in the vicinity of Liverpool Road.

(far left)

The northern section of the Higher Education Precinct



6. Implementation

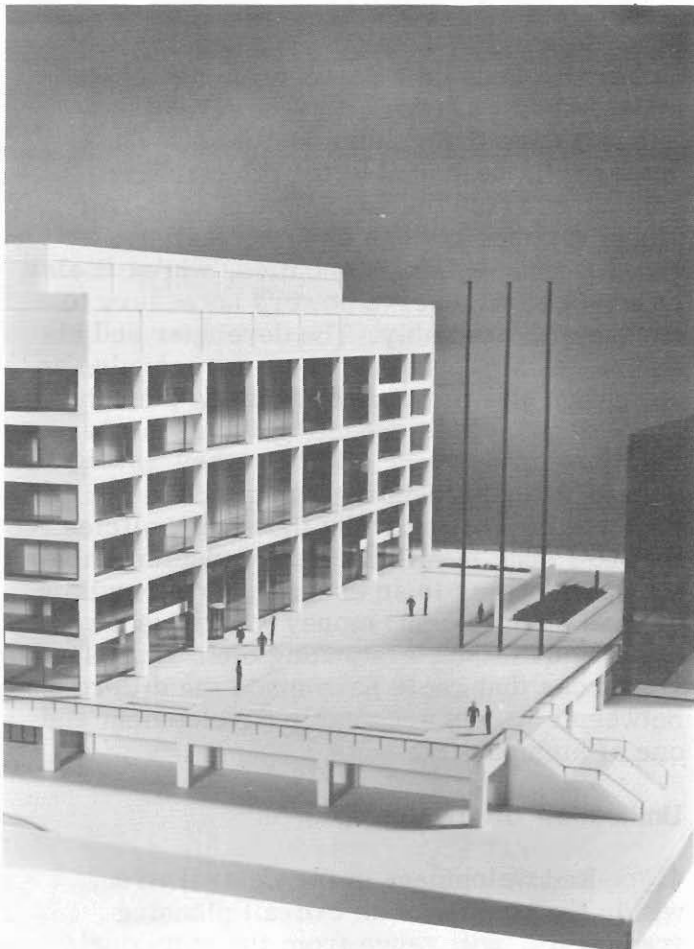
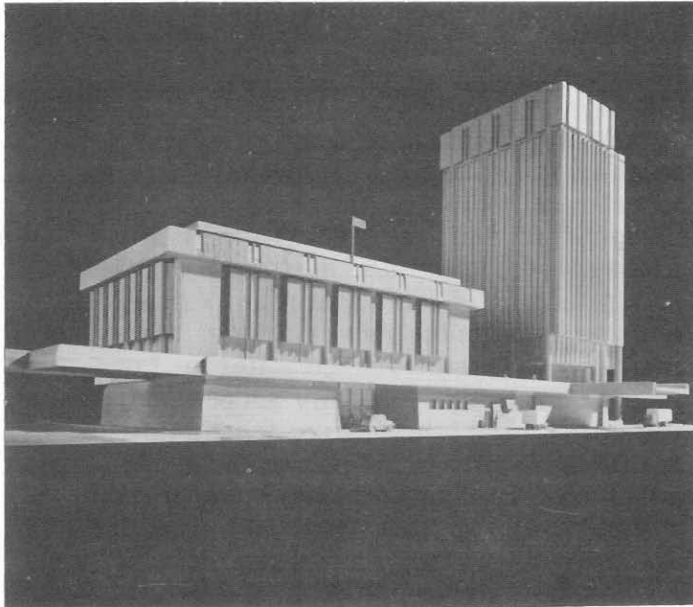
1. All cities are in process of constant renewal, and left to itself, this natural process would result in gradual rebuilding within individual ownerships, consolidation only occurring where it was dictated by commercial considerations and where negotiations between owners happened to be successful. Public investment for the most part would follow on, attempting to remedy the most glaring deficiencies in circulation and services. The object of a planned approach is to secure a balance between different forms of investment, so that waste and overlapping are avoided and the best value obtained from the resources available, whilst emphasis is placed on the overall improvement of the City, which in the long term must be the best security for all the investment involved.
2. One of the most difficult problems to be faced in programming renewal, is that the investment required, flows through independent channels, which are often unrelated. Although, for example, there is now a better understanding of the connection between land use and communications planning, the essential inter-relationship between different forms of investment is still not fully recognised. Roads, car parks, and other public facilities that may not be profitable in a commercial sense, are part of the fabric of a modern city without which growth will not occur and it is essential that they should be capable of being realistically programmed in step with associated redevelopment.
3. Successful Central Area development usually depends on a partnership and close understanding between private developing interests and the planning authority. The authority is responsible for the planning context in which the development is to take place, a context which must be realistic as regards phasing and economies, whilst it also possesses the reserve powers necessary to ensure site assembly. The developer and his architect, for their part have to recognise an obligation and responsibility in the planning of the City as well as expecting a reasonable return on investment. Equally, they should be able to feel confident that their scheme will be protected in the future by the same policies that now seek to influence it. Consultation from the early stages is an essential pre-requisite of good management; money wasted as a result of delay or misunderstanding often represents resources that could have made the difference between a barely acceptable development and one of high quality.

Unification of Ownership

4. Redevelopment in the Central Area, within the context of an overall planning framework, will range from the individual

(bottom)

Magistrates Courts now under construction in Crown Square



building to integrated groups of building elements and uses forming areas of comprehensive development. There are now only very limited opportunities for individual buildings, usually on sites of an 'infilling' nature between long life existing development. As soon as a development unit involving perhaps a whole block is considered, or the more comprehensive treatment of a complete area, the problem of fragmented ownership is encountered; it is this factor which so often tends to prevent, or certainly delay, much needed redevelopment, unless action is taken.

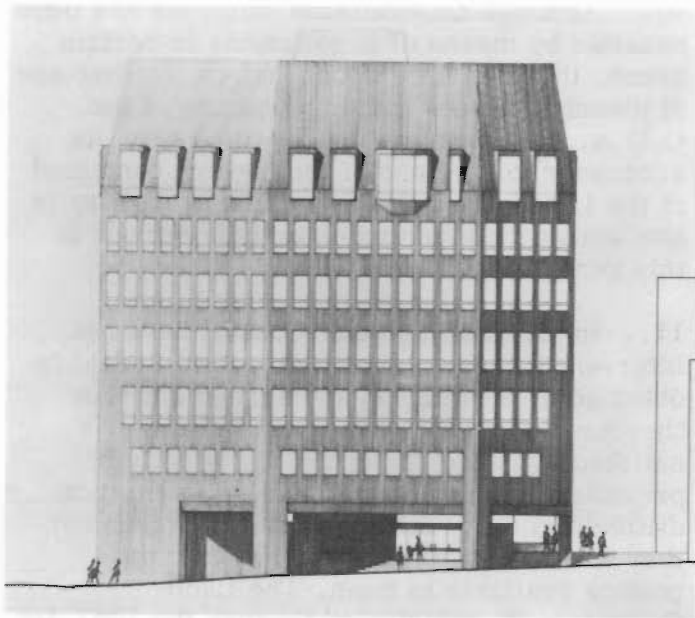
5. Unlike several other cities, such as Birmingham, Coventry and Liverpool, Manchester owns relatively little of its own Central Area, but it is significant that where substantial sites were owned by the Corporation and could therefore be offered without the delays involved in assembling them together, development went ahead rapidly. Examples are the Longridge and Michael House developments in the Market Place area, the Piccadilly Plaza, together with the St. Andrew's House and Chorlton Street bus station and car park development off Portland Street. More recently, the availability of land in the City's ownership has played a decisive part in providing an urgently needed site for the National Computing Centre, and the Corporation was also able to offer a complete area for the building of the new Bank of England.

6. In some cases, where there is unified private control of a substantial area of land, it is possible to implement development of a comprehensive scale by agreement, and examples are the development at present taking place in the Civic Area at Crown Square, the development of the Co-operative Insurance Society at Miller Street and the separate, yet related, schemes of the District Bank and the London Assurance Company in King Street. There are other areas, such as Market Street, where fragmented ownerships make it impossible to implement development proposals on a sufficiently large scale without the intervention of the Authority. There have

District Bank now under construction in King Street

(bottom)

Social Science and Mathematics Building now under construction at the University of Manchester
Institute of Science and Technology



also been cases where although a developer has eventually succeeded in consolidating interests, it has resulted in undue delay. If excessive prices have to be paid for some of the land this is another factor which can prejudice the quality of the eventual redevelopment scheme and the contribution which the developer can afford to make towards the amenity of the City.

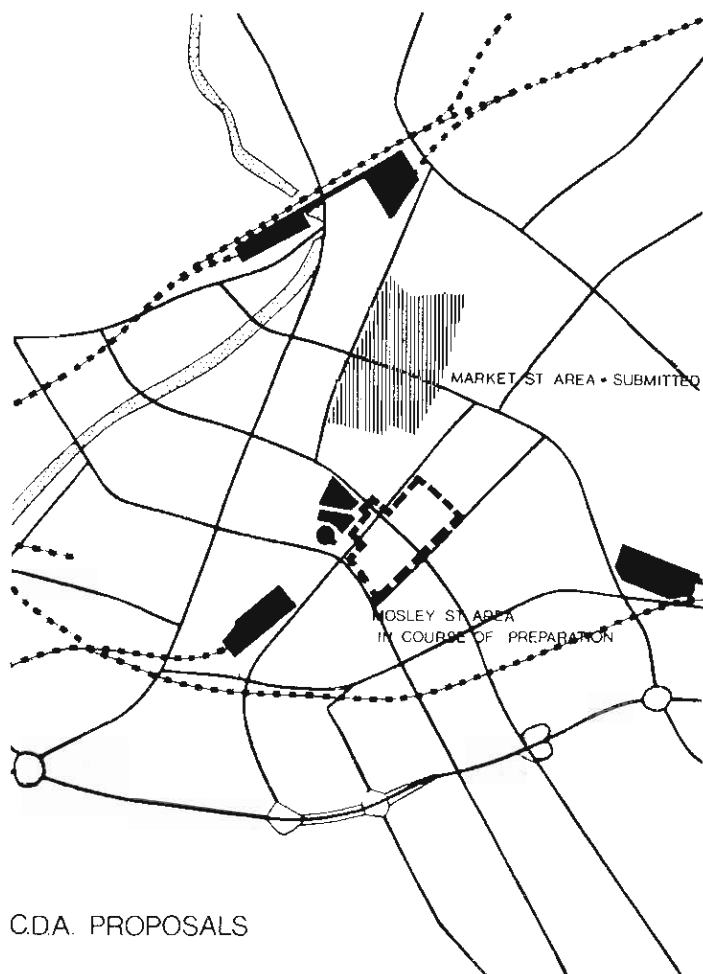
Powers of Acquisition and Agreements with Developers

7. Where there are a number of ownerships involved, the use of planning powers of acquisition will, in general, be necessary to secure satisfactory comprehensive development. As already stated, Comprehensive Development Area and Designation proposals for the Market Street Area were submitted to the Minister of Housing and Local Government in September, 1966. C.D.A. proposals are also in the course of preparation for part of the Mosley Street Advisory Scheme, in respect of the area covered by the Regional Arts Centre and certain adjoining areas, but further progress in implementing these proposals is dependent on financial considerations and they have not yet been submitted to the Minister, pending clarification of the position. Authority has also been given for the preparation of C.D.A. proposals for the Cathedral and Market Place Area.

8. The use of planning powers, by means of the C.D.A. procedure, tends to be a lengthy process and the Planning Advisory Group recommended that it should be replaced by a speedier procedure, more akin to the powers available for the acquisition of land for housing and other statutory purposes. In the Manchester Corporation Act 1965, the City Council obtained powers for the benefit and improvement of the City; these powers (which were granted for a limited period) were designed to avoid the delays involved in the C.D.A. procedure in cases where a substantial part of an area had been successfully unified, but development was impeded by minority

interests not amenable to negotiation by agreement.

9. This Act also provides for voluntary agreements to be reached between the Corporation and developing interests, with a view to ensuring, for instance, that a development is carried through to completion in agreed phases and that satisfactory provision can be made for dealing with some of the new problems that are arising out of the form and more extensive scale of modern development. Examples, are the making of arrangements in connection with the provision of car parking and in connection with the support, maintenance and lighting of rights of ways and pedestrian ways, on or above ground level which form an integral part of the development.



CDA. PROPOSALS

10. Although considerable progress has been possible by means of negotiations in certain areas, there is little doubt that the further use of planning powers either by means of the C.D.A., and Designation procedure (or its successor) or the use of the powers contained in the Local Act of 1965, will be necessary to implement the planning objectives set out in this report.

11. In general, the City Council have not intervened where planning objectives could be obtained by negotiation and agreement, but they have taken the view that where satisfactory development will evidently be prejudiced or held up because of acquisition difficulties or by failure to reach agreement, they will not hesitate to make use of the powers available to them. The Land Commission, established through the 1967 Act, possesses additional means of acquisition and disposal of land.

12. Where planning powers of acquisition are used, the next steps in the process of implementation must depend on the circumstances. In certain cases, the selection of a developer, either by means of tenders or a competition, would be appropriate. In others, where developing interests are already substantially established in an area, it is reasonable to assume that they would receive special consideration, providing they are in the position and willing to fulfil the planning objectives on satisfactory terms. A 'partnership' agreement of this nature, will usually provide for the vesting of the freehold of the area in the authority, a guarantee that the land assembly problems at the present time will not have to be faced by future generations.

13. The Town and Country Planning Act, 1962 (Section 78(7)) refers to the protection of interests affected by Comprehensive Development Area procedure and places a duty on the local authority to secure, as far as is practicable, reasonable alternative accommodation on terms which have regard to the price at which the interest was acquired.

There is no doubt that the redevelopment of an area can cause inconvenience and even hardship to established interests and in the planning and implementation of redevelopment proposals, every effort will be made to minimise this. It will be appreciated that where redevelopment takes place on land that is entirely within private ownership without the use of C.D.A. procedure or planning powers of acquisition and where the authority is not itself a party to the development, then the question of re-accommodation will rest entirely between the interests concerned, in the normal way.

Phasing and Programme

14. The rate of implementation of the proposals contained in the City Centre Map will reflect the availability of public and private investment resources, which in turn will depend on the national economic climate in the years ahead and the priorities afforded to the various physical needs of the Nation and the Region. It is therefore, unrealistic to attempt to give a detailed programme for development or to say when all the developments shown will be completed. Instead the method has been adopted of setting out a logical order of development which is related to progress that has already been made or that can be foreseen with reasonable accuracy, and to improvements which are contained in definite programmes.

15. In the sector of Public Works, the implementation of the primary road framework is a basic element and two road proposals affecting the City Centre are already included in the Principal Road Programme announced by the Ministry of Transport for the period beginning around 1971. The first of these is the southern part of the inner primary route, which will provide a more adequate distributory framework from the Princess Road Extension (the main link to the national motorway system to the south); the second is part of the Inner Ring Road, running from Hyde Road to Pin Mill Brow and on to Great Ancoats Street which is also scheduled to

commence around 1971, and it has been recommended by the S.E.L.N.E.C. Highways Engineering Committee that the section between Pin Mill Brow and Gt. Ducie Street (and into Salford) should proceed in the period 1974-76; initially this will largely be constructed as a ground level route.

16. Construction of these new roads will directly affect considerable areas of land and property and redevelopment in depth will not only be desirable, but virtually inevitable, if only to deal with severance problems and to provide satisfactory access. Provision of the new routes and the redevelopment of the areas through which they pass are essentially inter-related, calling for a combined approach from the point of view of both traffic and townscape design. Their construction will provide the opportunity to deal with conditions of dereliction in the fringe areas through which they pass and although the frontage of new primary roads can no longer be directly exploited in the commercial sense, the greater degree of accessibility will undoubtedly provide a stimulus to the prosperity and improvement of the surrounding areas.

17. In the case of the secondary street system, the reverse situation applies, in that physical renewal provides the opportunity for the rationalisation and improvement of the secondary routes adjoining or passing through the areas concerned. Although these secondary improvements are not programmed in the same way as the primary network, they are usually essential to the success of the redevelopment, which is designed in relation to the degree of accessibility and the pattern of movement provided by them. In most cases, a combination of public and private investment will be involved and it is highly desirable that they should march in step, enabling such areas to be tackled as a combined operation. The main opportunities for improvement to the secondary routes in the early stages of the programme will be in respect of Cannon Street, the part of Deansgate contained within the Market Place redevelopment, and Norfolk Street.

18. As already explained, the major areas of car parking are intended to be developed in step with the improved accessibility made possible by the development of the road network. Depending on the availability of financial resources, the areas at Withy Grove and Market Place/Deansgate (both to serve the main shopping centre), together with Central Station and Great Bridgewater Street, (to provide terminal facilities from the primary road system to the south), should be developed during the first part of the plan. In the public transport field, the new bus station facilities at Cannon Street, to replace the present stopping places at Victoria Street and Cannon Street itself, will be required in the early stages. Unfortunately, the investigations into the provision of rapid transit facilities, which might be regarded as the primary network as applied to public transport, have not yet reached the stage when any realistic assessment on timing can be made.

19. Apart from the provision of services, public investment in physical development, as distinct from land acquisition and site assembly, will be concerned with the Civic Area - additional Court facilities and extensions to Town Hall accommodation; the proposed Arts Centre complex, (including the Art Gallery extension), and the new retail market in the Market Street area. It will also be concerned with the proposed re-introduction of residential accommodation into the Central Area and the possible provision of an exhibition hall. With the exception of the new Magistrates Courts in the Civic Area, none of these proposals are at present included in the immediate Capital Works Programme and the difficulty of long range forecasting, in relation to the implementation of public developments of this nature, is that they are so dependent on changing national and local policy considerations. Once the necessary loan sanctions have been obtained and providing the planning aspects of location have already been settled, they can move immediately into the short term programme category; on the

other hand, in a period of economic stringency when resources are being diverted in other directions, lengthy postponements of required facilities can occur.

20. In estimating the likely order of development, emphasis has been placed on the stage reached in negotiation; and in assessing detailed requirements, land availability and the relationship of the project concerned to areas in need of comprehensive development. Similarly, where schemes which involve predominantly private investment are concerned, the likely programme suggested is derived from examination of the potentiality for change in the areas concerned, the stage which has been reached in relation to site assembly and the negotiations which have taken place or permissions granted in respect of the accommodation to be included and the form of the development proposed.

21. Map No.10 indicates the possible phasing of areas ripe or becoming ripe for redevelopment in the foreseeable future. The first stage shows proposals for which some approval has already been given, or where land assembly is largely complete; longer term development represents schemes already worked out in a preliminary form, or where land is due to become available in the future. From what has been said, it will be appreciated that the programme indicated can be regarded as no more than a guide based on conditions as they exist or as they can reasonably be foreseen at this point in time; it may well be necessary to advance or retard development of particular areas to accord with changing circumstances.

22. Because of the importance of the investment element, the stages included have not been related to definite periods of time, although the proposals comprised in the first stage indicate development expected to proceed within the next five years. The total capital cost of all the proposals included in this first edition of the City Centre Map is estimated at about £160 million, at current

values. Of this amount about,£70 million is accounted for by public development of a services nature (primary roads, car parks, etc.) and because these uses in the main would involve the loss of land at present used for commercial purposes, land costs have been included in this part of the estimate; in practice, particularly for example where car parking is concerned, this will normally be combined with other uses and the land cost element reduced accordingly. The remainder of the estimate reflects the cost of actual building construction, public and private, together with the provision of incidental servicing, and in this case land costs have been excluded.

23. Capital expenditure in the Central Area during the last six years has averaged about £3 million per year. The emphasis has been on private development for commercial purposes and the expenditure on the services aspect has been comparatively restricted; the major work undertaken in this category has been Mancunian Way, the cost of which is excluded from the average figure. In looking ahead, on the assumption that services expenditure will again be treated separately, a projection of the recent rate of development means that it will take thirty years to achieve the complete realisation of all the proposals contained in the City Centre Map; if the rate of investment were to be increased or decreased, the period will be shortened or lengthened correspondingly; it has been assumed for the purposes of land use changes, that the proposals could be carried out by 1981.

24. In practice, the City Centre Map proposals will be revised periodically, and as circumstances change and more useful information becomes available, modifications will no doubt be required to many of the longer term proposals, before the time actually comes for them to be implemented; moreover, at each review the proposals would be extended to cover a further stage ahead. The importance of the City Centre Map lies in providing a long term context for the

development likely to take place in the years immediately ahead; it should not be looked upon as a rigid 'blue-print' for the complete development of the City Centre, to be undertaken within a specified period and to be adhered to regardless of the processes of evolution.

25. In the implementation of comprehensive development proposals, particular care will be taken to avoid disruption and to keep disturbance to a minimum. In areas where there is a need to displace existing uses, every effort will be made to secure the availability of alternative land which could be developed for purposes of relocation. In areas where basic changes of use are not proposed and it is a matter of making possible comprehensive physical redevelopment, the detailed phasing of the proposals will, as far as possible, be arranged to avoid undue dislocation.



7. Summary

1. The City Development Plan, approved by the Minister of Housing and Local Government in 1961, indicated most of the Central Area by means of a general notation. The Minister, in approving the Plan, requested that in due course more detailed proposals should be prepared and the City Centre Map follows the advice given in the Bulletin, 'Town Centres - Approach to Renewal', published jointly by the Ministry of Housing and Local Government and the Ministry of Transport, in 1962.
2. The emphasis is on the regional scale of the City Centre, representing by far the largest concentration of employment in the region. It is the centre of wholesale and retail trade, a principal banking centre and the major provincial nucleus of the newspaper publishing industry and of television and radio communications. It is a main centre of regional and local government, of higher education and of cultural and artistic life, offering a growing variety of social and entertainment facilities. Linked to one of the country's major ports, it is a hub of road and rail communications, whilst the growth of passenger and air freight traffic underlines the growing importance of its connection with the country's main regional airport. Without the commercial services and governmental activities that are carried on in Manchester's City Centre, it would be difficult to identify the City Region as a corporate whole.
3. Activities in the City Centre are changing with increasing emphasis on higher order functions. Employment in the distributive trade and warehousing is declining, but this is balanced by the growth of professional services, insurance, banking, finance and public administration. The City Centre accounts for about 12% of all the employment in the City Region and about a third of the total employment in the City itself. Although present trends indicate a small, steady, increase in City Centre employment during the period up to 1981, the rate of increase could be very much more rapid as a result of the effects of national policy on the location of offices.
4. The increase in personal mobility and higher standards of living are reflected in two ways. The relief of congestion in the inner areas means that the population supporting and served by the Central Area is becoming more dispersed, whilst the growth of local centres in neighbouring towns cannot be overlooked. On the other hand, the same mobility makes it possible for greater advantage to be taken of those facilities that can only be provided in a metropolitan centre, serving a large population. Commercial, economic and political functions are intimately bound up with

the educational, artistic and social life of the community.

5. The City Centre Map proposals are designed to reconcile the three variable factors of accessibility, environment and economics. Improved accessibility is essential for the future prosperity of the Centre, whilst a constant theme running through this Report is the importance and value of civilised city life and the need for more care and attention to be paid to the quality of environment.

Circulation

6. The primary road network has been amended from that shown in the Development Plan, to avoid environmental disruption, of the Cathedral Area in particular, and to overcome engineering problems. Only limited development of the street network of the City Centre itself is proposed for environmental and economic reasons, the exception being the development of Portland Street, as the only feasible route for the southern link in the primary network. Car parking provision is designed to be developed in step with the improvement in road capacity, access to the main car parking areas being derived from the primary routes to minimise traffic demands on the street system of the central core. Full implementation of the highway network proposed will only result in road capacity at the critical peak hours sufficient to deal with a small proportion of the 'journey to work' traffic. The importance of public transport in the future is emphasised and proposals are put forward for improving bus facilities, although research into the development of rapid transit is proceeding but is not yet complete.

7. The principle of pedestrian and vehicular separation is accepted and a continuous system of pedestrian routes through the City Centre is proposed. Redevelopment on a comprehensive scale is needed, in order to make possible improvement of the circulation pattern, and to create a new environment in those parts of the Central Area at present occupied by obsolete development and in urgent need of renewal. Comprehensive Planning Proposals or Advisory Schemes have so far been prepared for five areas, amounting altogether to about 200 acres and covering the inner core.

Shopping

8. One of the most important schemes is for the Market Street Area, which includes the heart of the regional shopping centre; this area is the subject of formal Comprehensive Development Area and Designation proposals

which have been submitted to the Minister. At present there is about 7 million square feet of shopping space in the Central Area, of which about 4.8 million is contained in the inner core. The emphasis is on consolidating the traditional shopping area and phasing development to keep in step with demand. The implementation of the Market Street proposals, together with adjoining development in the Market Place Area, would increase the total shopping floor space by about 11% and it is considered that this is sufficient to cater for the foreseeable demand for major shopping facilities, as distinct from smaller groups of subsidiary and convenience shopping.

9. The area between Cannon Street and Withy Grove is planned as an integral part of the proposals for the main shopping centre, providing car parking for about 2,000 cars, a bus station and a new retail market. Market Street will be closed to vehicular traffic and become the main pedestrian way in a system of malls and arcades; planned on two levels, this will enable an independent pedestrian system to be carried out into the adjoining developments of the Market Place and Corn Exchange Areas. Within a decade, the Market Street Area is capable of being transformed. Covered air conditioned shopping facilities and landscaped areas, free from the noise and danger of traffic, are proposed and an environment can be created worthy of its location as the shopping heart of the region.

10. Adjoining the Market Street Area is the site of the Old Market Place and Victoria Buildings, which suffered extensive war damage. At present, this area forms a gap in the shopping pattern at a strategic point, marking the junction of the popular shopping district of Market Street with the high-class shopping of the St. Ann's Square and King Street areas. The proposals for this area, for which a development scheme has now been approved, have been designed to provide a worthy setting for the Cathedral and to preserve the Wellington Inn and the adjoining Oyster Bar, buildings of architectural and historic interest which survived war damage, and provide a link with Manchester's Medieval past. The proposals are also designed to exploit the location on the banks of the Irwell, on which development in the past has tended to turn its back, and there is provision for a walkway along the river enabling views of the Cathedral Tower to be obtained from the direction of Blackfriars Bridge.

Civic & Office Uses

11. Included in the Market Street proposals is part of the main business and commercial area to the north of King Street. The C.D.A. proposals have been put forward in respect of

this area in order to rationalise the circulation system and to permit development, where it is necessary, to take place in units of reasonable size without undue delay being encountered in unifying ownerships.

Considerable redevelopment is already taking place in this area, including the related proposals for the District Bank and London Assurance Company in King Street and the scheme for the new Market Centre and Head Post Office, the first stage of which has already been completed. Development in the area has so far been undertaken by negotiation and agreement, but from a strategic planning point of view, it forms an essential element of the comprehensive treatment for the Market Street area as a whole.

12. Offices and banking accommodation now account for about 25% of the total gross floor space in the Central Area. Although a quarter of the 14 million square feet of office space is contained in post-war buildings, new accommodation is still needed for the replacement of sub-standard offices, whilst further growth will be influenced by national policies such as the present restriction on office building in the London and Midlands areas. With the exception of one development, there is no evidence of any real difficulty in letting completed accommodation, and supply and demand in recent years has been reasonably well balanced. There is some evidence, however, that tenants are not yet attuned to accepting the overheads represented by the economic rentals of new accommodation even although the rent of new buildings in Manchester is less than half that of their counterparts in London. In recent years the growth of Regional Government offices has absorbed a considerable amount of the new space becoming available. The question of timing is also important as a period elapses before the market can fully absorb the impact of substantial new developments.

13. The Civic Area, between the Town Hall and the Courts of Justice, was shown in the Development Plan in a distinctive notation and was originally intended as an administrative centre. The Courts of Justice building and the new Magistrates' Courts now under construction, are examples of civic use, but in order to stimulate much needed redevelopment in the area, permissions have been given for commercial office accommodation. A proportion of this has been occupied by Corporation Departments and a study of likely future needs suggests that more space will be needed for Local Government purposes in the future and sites related to the Town Hall complex have been suggested. The original proposal in the City of Manchester Plan for a 'processional way' from Albert Square to Crown Square,

has been modified extensively and the area is now being developed as a traffic-free precinct, consisting of a series of landscaped pedestrian squares and open spaces. A considerable amount of development has already taken place in accordance with the new proposals.

14. Apart from the area centred on King Street and the 'Civic Area', referred to above, there are several other areas which are ripe for redevelopment and which are suitable for the provision of office accommodation, in most cases in association with other uses.

Cultural and Entertainment

15. An Advisory Planning Scheme has been prepared for the whole of the area extending from the Piccadilly Plaza to Central Station which amounts to 35 acres. It is based on the principle of an upper-level pedestrian system connecting across York Street, Charlotte Street, Princess Street and Oxford Road, and also extending into the existing and proposed development on the opposite side of Portland Street, including the Chorlton Street Bus Station and car park. The approved proposals for the new Bank of England at Portland Street are designed to incorporate upper level circulation, allowing for the system to be connected into the Piccadilly Plaza.

16. Included within the scheme, south of Charlotte Street, is the site of the proposed Arts Centre. This ambitious project provides for a substantial extension to the City Art Gallery and for a new Opera House together with restaurants, shops, studios and ancillary accommodation; it also includes proposals for a new theatre and for a film theatre, on the opposite side of Princess Street, which would form a natural extension of the traditional entertainment centre of the City based on Oxford Road. Formal C.D.A. proposals have been prepared for 18.5 acres of this area, including the site of the Arts Centre, but it has not yet been possible to submit them to the Minister, pending clarification of the programming of the scheme in relation to national and local financial priorities.

17. Beyond Oxford Road is an area between Lower Mosley Street and Great Bridgewater Street, which for the most part is in urgent need of physical renewal and which is suitable for entertainment purposes, combined with offices, bus station facilities and an element of residential use. The redevelopment of this area is also closely related to the future of the considerable area of land in railway ownership comprising Central Station, which is shortly to be closed and the adjacent goods yard extending up to Deansgate.

18. The high degree of accessibility in relation to the primary road network and its location on the edge of the business and commercial area makes the Central Station area uniquely suitable for main car parking facilities to serve the centre as a whole, and it is proposed that 4,000 car spaces should be provided on this site; this could be combined with other uses and the surface of the car parking decks could be treated to provide a major open landscaped space. Entertainment uses combined with this could be designed to produce the character of a 'Tivoli', whilst offices and residential uses would also be appropriate. Limited shopping and showroom accommodation could be provided particularly in connection with the motor and engineering trades already established in the area, although it is considered that the development of major shopping facilities in this location would be bound to prejudice and dilute the potential of the City's main shopping centre.

19. The Train Hall itself is listed as a 'building of special architectural or historic interest,' and now that the station is to close, the problem of preservation depends on finding a useful purpose for it. It is considered that it would make a fine exhibition hall for the City, a use that would tend to stimulate development in the remainder of the area and in this part of the City Centre generally. Other possible uses considered have included a sports hall and a museum of science and technology. No decision has yet been made and alternative proposals for the provision of exhibition facilities, outside the City Centre altogether, are also at present under consideration. There are about 18 acres of land included in the Central Station complex, apart from land needed for major road works, and it is important that the long term potential of the area should not be prejudiced by piecemeal development in the meantime.

Industry and Warehousing

20. The changing character of the City Centre is confirmed by surveys that indicate the continuing decline of warehousing functions. The implementation of the comprehensive proposals already described, will displace some of the remaining warehousing and storage uses that, with their heavy traffic generation, are in any event unsuited to the heart of the City. Provision is made for the relocation of displaced warehousing and industrial uses in areas that have greater accessibility and provide scope for the development of buildings designed to suit modern handling techniques. Sites proposed for this purpose include the Strangeways, Knott Mill and Store Street areas.

Education

21. The regional significance of Manchester's Central Area is nowhere more emphasised than by the provision of Higher Education facilities. The plan for the 'Higher Education Precinct', prepared by Wilson and Womersley, for a Joint Committee of the City, the University, the Institute of Science and Technology and the United Manchester Hospitals, relates to the comprehensive development of 280 acres to accommodate a day-time population of 40,000 including 25,000 students. 43 acres of this area lie within the City Centre itself, north of Mancunian Way, and include the main campus of the Institute and the John Dalton College of Technology. This area also includes the site which is being developed for the National Computing Centre adjacent to the proposed new Regional Headquarters for the British Broadcasting Corporation. The Development Plan originally allocated 12 acres for educational purposes in the Central Area, whilst the present proposals show 58 acres as devoted to educational needs. The only scope for further extensions to the Precinct lie to the North in the area now largely occupied by warehousing and industrial uses between the precinct and the heart of the City Centre.

Residential

22. One hundred years ago, some 27,000 people lived in the Market Street area alone and this has declined until today the City Centre has virtually no resident population. The Central Area, as shown on the Development Plan, is more than large enough to accommodate the foreseeable demand for commercial purposes and there is scope for the reintroduction of residential uses. Clean air now makes good environmental conditions possible, whilst residential development would not only contribute to the solution of the journey to work problem and the general housing needs of the City, but it would also benefit the prosperity and character of the City Centre itself, particularly in relation to its social, entertainment and shopping functions. Areas considered suitable for substantial residential development include the Smithfield area, when the Wholesale Market moves to Gorton, the Rochdale Canal basin at Dale Street, and the Byrom Street area of Lower Deansgate. There is also the opportunity to incorporate an element of residential use in predominantly commercial developments in other parts of the City Centre. Financial considerations related to land values, rather than any shortage of land for commercial purposes, are the main obstacles to be surmounted.

Conservation

23. Although about a third of the core area of the City Centre is occupied by development that is physically and functionally obsolete and requires comprehensive redevelopment, there are several individual buildings 'listed' as being of special architectural or historic interest, other good buildings of the Victorian and later eras and certain areas of character which are worthy of preservation ; examples of such areas are St. John Street, King Street and St. Ann's Square. In these cases, the objective will be to integrate new work with the old and to improve the general setting and environmental conditions.

24. An area particularly in need of treatment is that surrounding the Cathedral and Chetham's Hospital. The City of Manchester Plan proposed the creation of a Precinct to include the Cathedral and Chethams, and this proposal is retained and extended in the City Centre Map. At the moment, the Cathedral has a most depressing outlook and although the Market Place development proposals will improve the position considerably on the south side, and provide for an open space as a setting for the Cathedral, further progress in the planning of the remainder of the area is dependent on the outcome of consideration at present being given by British Rail to the future of Exchange and Victoria Stations. The Cathedral Authorities, British Rail, the Civic Trust for the North West and Manchester and Salford Corporations are working together to secure a co-ordinated approach in the planning of this area.

Open Space

25. Manchester is very short of open space in the City Centre, the only substantial area being that of Piccadilly Gardens. Although economic considerations at present preclude the introduction of a very large scale park into the centre itself, proposals have been approved for the landscaping of the Irk Valley and the closed section of the Rochdale Canal, to provide linear open spaces or 'green fingers', extending from the edge of the Central Area to connect with existing parks and the open country beyond; land that will shortly become available for redevelopment at Central Station, Rochdale Canal and Smithfield, will also provide the opportunity for larger landscaped areas outside the core. In addition, the proposals for comprehensive development provide for a series of landscaped areas of open space along the pedestrian routes, which will be available for the use and enjoyment of the public. The first of these areas is now being formed in

the course of the development which is at present proceeding in King Street and Crown Square and the complete system will become increasingly visible as redevelopment proceeds.

26. The conversion of streets, such as Market Street, to pedestrian use will also provide the opportunity for landscaping and amenity treatment. Studies are being undertaken in conjunction with the Civic Trust to improve the character of certain City squares and streets including St. Ann's Square, King Street, St. Peter's Square and Albert Square. Significant environmental improvements are in general dependent on the exclusion of through traffic from either the whole or part of the area concerned, and although some worthwhile improvements will be possible in the short term, more complete solutions are dependent on the provision of the new primary and secondary routes and on the rationalisation of the circulation system of the City Centre as a whole. Also in conjunction with the Civic Trust, the possibilities are being investigated of extensive tree planting in the Central Area, although the intricate network of existing underground services means that there are more limitations on the positioning of trees than appearances would suggest.

Form and Quality of Development

27. In the design of new development, control of density is exercised in the interests of preventing congestion and keeping development in scale with the general character of the City Centre. The plot ratio is dependent on the circumstances of the area concerned but a maximum figure of 3.5 is adopted in all but the most exceptional cases. An overall density standard means that proposals for high buildings can be divorced from considerations of maximum commercial exploitation of the site and can be considered on their merits, having regard to the suitability of this form of development for the location and the character of the project concerned. A limited number of high buildings can give interest to the skyline and emphasise the metropolitan character of the City; too many, however, can appear to coalesce, overpower the scale of the centre and overshadow other development. In general, high buildings should be regarded as the exception rather than the rule and looked upon as a civic privilege rather than as a right.

28. The selection of suitable sites for high buildings can only be considered in relation to the civic design and skyline of the City Centre as a whole; it is not considered practicable or desirable to attempt to

'allocate' sites or areas in advance and these can only sensibly be selected when some indication of the form of the development and its accommodation requirements are given. In the heart of the Central Area, a high building anywhere would tend to dominate and overpower its surroundings, but on the periphery there may be scope for the introduction of a very limited number of carefully related high elements. The comprehensive planning proposals so far put forward envisage general heights of buildings of between three and eight storeys with some up to, but not exceeding fifteen storeys, the latter, as mentioned, requiring careful positioning.

29. Although planning can have influence on design - to avoid the worst cases of 'bad neighbourliness,' it is not possible to legislate for good design and mediocrity is the main problem. First Class, as distinct from barely acceptable, design and finishes must depend on the quality and experience of the architect, and teamwork between architect and authority. Enlightened patronage has an important part to play. The architect should have maximum freedom of expression within the overall planning framework, and the best results are obtained where continuity of architectural character and materials is accepted as a self-imposed objective. In Manchester, encouragement is given to the use of monochromatic materials that are self-cleaning where possible.

30. The integration of pedestrian ways in modern comprehensive development emphasises the necessity for a much more complete relationship between public and private works. Paving treatment, street furniture and lighting, for example, contribute greatly to the character of the final result and should be considered as an integral part of the development. Lighting, in particular, will be gay and lively in some areas, restrained and dignified in others and its design should be considered at an early stage in the planning of the development. It is important that new development should be co-ordinated with the general improvement of environment in the area concerned.

Implementation

31. The renewal of the City Centre will be a partnership between public and private interests. Investment flows through different channels and it is important that it should become possible to programme the provision of essential public facilities in step with associated redevelopment, enabling the emphasis to be placed on the overall improvement of the City. A partnership arrangement requires that there should be

a close understanding, the authority being responsible for the production of a planning context that is realistic in terms of phasing and economics and resolving questions of site assembly, whilst the developer has to recognise his obligation and responsibility to the planning of the City, as well as expecting a reasonable return on investment. Consultations from the earliest stage are essential, as money wasted on delays or misunderstandings represents resources that could often make the difference between a barely acceptable scheme and one of high quality.

32. The fragmentation of ownerships can hold up much needed redevelopment and can be a serious obstacle to the achievement of satisfactory planning objectives. In Manchester, the ownership of certain areas by the Corporation has resulted in their speedy redevelopment and only recently has made it possible for major projects to proceed without delay. In certain areas, private interests have either been successful in consolidating sites or adjoining owners have worked together to produce related proposals, although delay has sometimes occurred. For the achievement of the larger scale comprehensive development, action will usually be necessary to unify ownerships either by means of C.D.A. or Designation procedure under the Planning Acts, or by means of the provisions included in the Manchester Corporation Act, 1965, where these are appropriate.

33. The City Council has not sought to intervene where planning objectives could be obtained by negotiations or agreement, but has taken action to bring planning powers of acquisition into force where this has proved to be necessary. Where planning powers are used, there is provision in the Planning Acts for the protection of displaced interests and every effort will be made to minimise hardship and inconvenience. Where redevelopment takes place without the intervention of the Corporation, the question of re-accommodation must, of course, lie between the interests concerned in the normal way.

Phasing

34. The rate of implementation of the proposals contained in the City Centre Map will reflect the availability of resources, public and private, in the years to come and for this reason it is considered unrealistic to try and estimate when all the development shown will be completed. In assessing the likely order of development, factors taken into account include whether a project is included in a definite programme, the stage reached in negotiation, land availability, and the relationship of the project concerned to areas in need of

comprehensive development. The likely stages are shown on Map No, 10, although it may well be necessary to advance or retard development to accord with changing circumstances.

35. The total capital cost of the development shown is estimated at about £160 million, at current values. Of this, about £70 million is accounted for by public development of a services nature, including land costs, whilst the remaining £90 million consists of actual building construction and associated servicing; in the latter case, land costs have been excluded. Capital expenditure on building development in the central area during the last six years has averaged about £3 million per annum and a projection of this rate would mean that it would take 30 years to achieve the realisation of the proposals shown. If the rate of investment were to be increased or decreased, the period would shorten or lengthen correspondingly and it has been assumed for the purpose of the report that it could be carried out by 1981.

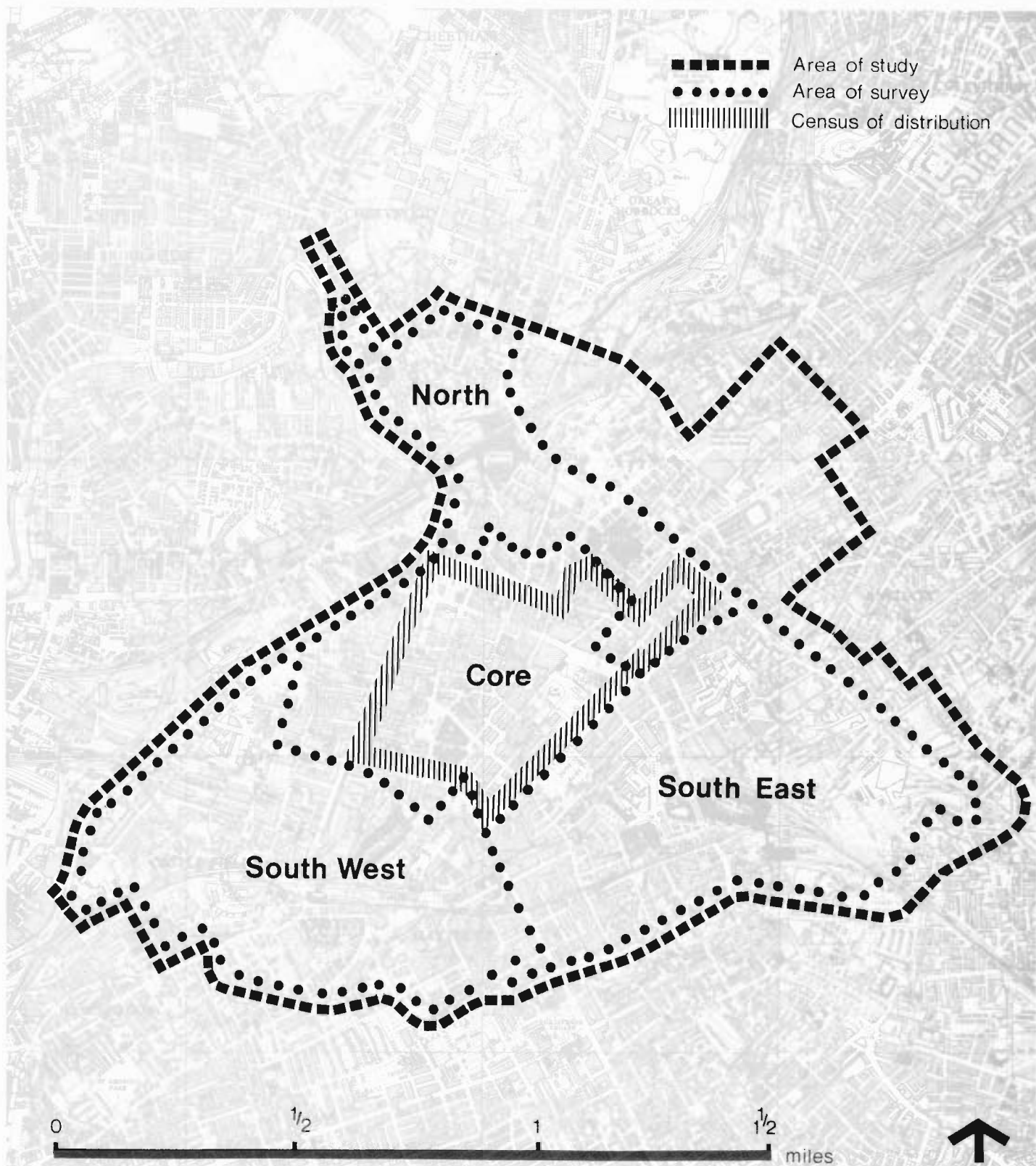
36. A considerable part of the fabric of the City Centre was built in the second part of the 19th Century, and much of it is obsolete and unfitted for the needs of the present day. The processes of natural regeneration would in any event result in extensive redevelopment and the objective is to guide these forces so as to solve the vital functional problems of accessibility and to secure a rebuilt environment of quality, reflecting the classical role of the City as a centre of civilisation.

37. The emphasis in this City Centre Map is on the need for comprehensive redevelopment of outworn areas and the conservation and improvement of buildings and areas of character worth preserving. It stresses the need for a framework that is flexible, which will act as a stimulus to redevelopment and improvement and not as a straight-jacket. Its purpose is to guide development, particularly development that is likely to take place in the years immediately ahead, and it may well be that some of the longer term proposals will require revision, in the light of changing circumstances, before the time actually comes to implement them.

38. As more information becomes available, and as growth and evolution occurs, re-assessment will be necessary. There can be no conclusion, and the present City Centre Map proposals can be considered only as a milestone in the continuous process of achieving more efficient and more human surroundings in the rebuilding of the City.

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Definition of Central Area and City Region.

Over the years various definitions of Manchester Central Area have been used both by the City and Central Government in connection with census information etc., and this has given rise to a complex situation with regard to survey data. Apart from the Registrar General's and Board of Trade definitions, two definitions have been used in this Report, the Area of Study and the Area of Survey shown on the diagram on the facing page.

The Area of Study, bounded by Mancunian Way, River Irwell and a line to the north of Great Ancoats Street, comprises some 1100 acres; it includes all the land allocated in the Development Plan for Central Business and Shopping Uses and subsidiary Central Area functions, in addition to over 200 acres of land for industrial use.

The Area of Survey, the area for which detailed land use data is available at the moment, is 170 acres less in extent than the Area of Study and omits land to the north of Great Ancoats Street. In order to facilitate analysis, the Area of Survey has been subdivided into four segments consisting of the core area, and the areas to the south-east, south-west and north of it respectively.

The area adopted for the Board of Trade Census of Population figures for 1961 is indicated on the diagram as a comparison.

Within the report, the area referred to as the 'City Region', which is the main hinterland of the Central Area, corresponds to the survey area for the S.E.L.N.E.C. (South East Lancashire and North East Cheshire) Land use/Transportation Study. The boundary of this area is indicated on the diagram facing page 9, which also shows the boundary of the Manchester County Borough referred to as the 'City' within the text.

Survey-Sources

Apart from censuses and other published sources, the data used for this Report is based on a series of surveys carried out by the planning section of the former City Surveyor's Department or by the City Planning Department since 1964.

The first overall land use survey was carried out as long ago as 1944 in connection with the preparation of the City of Manchester Plan 1945, drawn up by Mr. Rowland Nicholas, the former City Surveyor; this information was updated for the purposes of the Development Plan in 1950. For survey purposes the City Centre was subdivided into areas but direct comparisons between the surveys are difficult to make, as apart from the long interval between them, the original survey did not differentiate between offices and warehouses, two of the most critically variable uses.

Lack of detailed information about the Central Area and the need for a quick appraisal of the situation on certain crucial issues resulted in three surveys in the early 1960's on shops, offices, and warehouses.

The Shopping Survey carried out in 1962 was of a visual nature, and was intended to assess the extent and character of shopping provision in Central Manchester. The area covered is roughly comparable with the area now referred to as the core of the City Centre. A Report of the survey was submitted to the Town Planning and Buildings Committee in April 1964.

The Office Survey which has been carried out annually since 1962 has assessed the completion rates and vacancy situation in each year. The results of these surveys are summarised in Table 9 of Appendix C.

The Warehousing Survey aimed to ascertain the views of certain commercial interests in light of the decline in the textile trade and proposals to use some of the warehousing areas of the City Centre for other purposes. An analysis of the survey formed the basis of a Policy Report submitted to the Town Planning and Buildings Committee in October 1964.

In 1965 a Comprehensive Land Use Survey was carried out for the whole City. Measurements of accommodation were recorded by 12 main types of use and over 150 sub-uses and updated to December 1966, for the area of survey; this updated survey is the source of land use information employed in Tables 1 to 10 in Appendix C.

In addition to carrying out a basic land use survey, employment and industrial surveys have been undertaken as part of the Development Plan Review process for the City, which are in course of analysis.

The Employment Survey is based on Ministry of Labour returns for June 1965, and it established, inter alia, that some 161,000 people work in the Area of Survey. At the present time the Land Use Survey has not been directly related to the employment information. However, a preliminary exercise has been undertaken distributing the majority of persons employed in the Central Area (a), to one of the nine land uses as set out in Table 1, of Appendix C.

(a) Class 1 nationally insured persons total only 142,000. The remaining employment, included in Classes 2 and 3, which are nationally insured persons comprising self-employed and establishments employing under five persons, is excluded from this exercise because they are not recorded separately in the Standard Industrial Classification for the Central Area.

Table 1

Overall accommodation and employment 1966.

	Floor space 1966 '000 sq.ft. (a)	%	Employment 1965 No. of workers (b)	%
Shopping	6, 995	11	19, 000	13
Offices	14, 817	23	60, 000	42
Warehousing	14, 840	23	19, 000	13
Industry	6, 924	11	25, 000	18
Entertainment	1, 838	3	2, 000	1
Education	2, 537	4	3, 000	3
Residential (c)	1, 462	2	2, 000	1
Transport (d)	6, 733	11	5, 000	4
Other uses (e)	7, 858	12	7, 000	5
Total	64, 004	100	142, 000	100

(a) Where possible, uses ancillary to the predominant land use have been excluded.

(b) Based on Ministry of Labour Returns June 1965 and includes only Class I Nationally Insured Persons.

(c) This total includes hotels and hostels as well as private residences.

(d) This category includes car parks, railway land, canal uses, bus terminals and petrol filling stations.

(e) Public open space which covers just over 9 acres is included within this category.

Table 2

Anticipated Land Use Changes 1966-81.

	Core '000 Sq. ft.			Total (including Core) '000 Sq. ft.		
	Existing	Net Change	Possible (a)	Existing	Net Change	Possible (a)
Shopping	4,835	+ 1,130	5,965	6,995	+ 762 (b)	7,757
Offices	8,558	+ 1,671	10,229	14,817	+ 2,479	17,296
Warehousing	3,272	- 1,479	1,793	14,840	- 4,879	9,961
Industry	670	- 370	300	6,924	- 1,507	5,417
Entertainment	1,121	+ 711	1,832	1,838	+ 1,513	3,351
Education	81	- 33	48	2,531	+ 656	3,193
Residential	576	- 116	460	1,462	+ 2,305 (d)	3,767
Transport (c)	837	- 24	813	6,733	- 1,797	4,936
Other Uses (c)	2,096	- 966	1,130	7,858	- 1,461	6,397
Total	22,046	+ 524	22,570	64,004	- 1,929 (c)	62,075

- (a) This is an estimate of the possible City Centre accommodation by use in 1981 based on the advisory schemes, existing and in course of preparation, approved planning applications and road proposals. In all cases, it has been assumed that where no proposals exist for the site no change will occur.
- (b) This is a minimum estimate only. The increase could be larger when details of accommodation have been finalised in areas allocated for residential use in the City Centre.
- (c) Car parking proposals and open space have been excluded from the land use changes. The number of car parking spaces to be provided in the City Centre up to 1982 totals 40,000.
- (d) This change is based on an assumed plot ratio of 1 for all areas to be utilised for residence in the City Centre within the next 15 years.

Table 3

Distribution of Accommodation 1966

Existing	Total	Core	North	South East	South West	'000 sq. ft
Shopping	6,995	4,835	1,097	514	549	
Offices	14,817	8,558	2,315	2,673	1,271	
Warehousing	14,840	3,272	2,979	4,928	3,661	
Industry	6,924	670	1,701	1,990	2,563	
Entertainment	1,838	1,121	127	247	343	
Education	2,537	81	174	1,953	329	
Residential	1,462	576	303	397	186	
Transport	6,733	837	624	1,980	3,293	
Other Uses	7,858	2,096	1,303	2,475	1,984	
Total	64,004	22,046	10,623	17,157	14,179	

Table 4

Anticipated Distribution of Accommodation 1981.

'000 sq. ft.

Uses	Total	Core	North	South East	South West
Shopping	7,757	5,965	938	324	530
Offices	17,296	10,229	2,144	3,593	1,330
Warehousing	9,961	1,793	2,143	3,416	2,609
Industry	5,417	300	1,359	1,482	2,276
Entertainment	3,351	1,832	214	197	1,108
Education	3,193	48	151	2,709	285
Residential	3,767	460	808	1,487	1,012
Transport	4,936	813	588	1,715	1,820
Other Uses	6,397	1,130	1,060	2,436	1,771
Total	62,075	22,570	9,405	17,359	12,741

Table 5

Land Use Allocations - Comparison of Development Plan and City Centre Map Proposals.

Land Use (a)	Development Plan Land Use Allocations in Study Area acreares	City Centre Map, Land Use Allocations in Study Area acreares	Increase or Decrease acreares
Area for Central business, shopping.	419	167 offices 48 shops 34 entertain- ment 140 area of further study	
Civic and cultural uses	65		
Sub Total	484	389	-95(b)
Industrial	239	287	+48(c)
Education	43(d)	58	+15
B.B.C. T.V.	4(d)	14	+10
Area primarily for residence	28	106	+78
Railway and Water transport	147	113	-34(e)
Municipal traffic roads	144	122	-22
Public Open Space	11	11	-
Total	1100	1100	-

- (a) Land for car parking has not been measured separately because in most cases it is an integral part of another land use.
- (b) A net decrease occurs because of re-allocation of land allocated in the Development Plan for central business and shopping, to industry and warehousing, education and residential in the City Centre Map.
- (c) In the Development Plan, warehousing was part of the allocation for central business and shopping as no land use survey had distinguished warehousing as a separate category. The City Centre Map allocates land for warehousing in association with industry. Therefore, a slightly larger area is anticipated for industrial use but would include land for the relocation of warehouses.
- (d) Recent amendment to the Development Plan included in this total.
- (e) In fact, more land than indicated may be released for other purposes in the future.

Table 6
Comprehensive Planning Areas.

Advisory Schemes

Market Street

N. Market Street

Remainder

Total

Cathedral Area

Market Place

Corn Exchange

Remainder of Cathedral area
within Manchester

Total

Civic Area Total

Mosley Street

Lower Mosley Street

Remainder

Total

Central Station

Railway Land

Remainder

Total

Total of all Advisory Schemes

Anticipated uses (1981)

Acreage	Shops '000 sq.ft.		Offices '000 sq.ft		Other Major Uses	
	Total	Net Change (a)	Total	Net Change	Use	Area
17	911	+476	80	-177	Market	75,000
13	551	+264	1076	+262		
30	1462	+740	1156	+85		
5	300	+227	151	+ 53	Hotel	59,000
5	181	+142	298	+ 77	Hotel & Flats	110,000
12	125	- 8	118	- 21		
22	606	+268	567	-9		
31	351	+ 18	2373	+1303		
10	148	+ 94	327	+ 35	Entertainment Hotel & Flats	132,000
25	189	+ 8	1262	+601		333,000
					Cultural and Entertainment	750,000
35	337	+102	1589	+636		
23	100	- 6	300	+249	Residential	300,000
7	46	- 45	124	-131	Recreational	500,000
30	146	- 51	424	+118		
148	2402	+1077	6109	+2133		

(a) Uses comprising shopping are listed in a footnote to Table 7.

Table 7

Shopping - Distribution of Gross Floor space (1966)(a)

Type	%	Total	'000 sq.ft. Core	North	South East	South West
Grocers and other food retailers	1	85	58	17	7	3
Confectioners and other Non-food retailers	12	840	508	180	47	105
Clothing Shops	14	958	726	191	23	18
Household goods	10	733	306	268	75	84
Department Stores and Variety Stores	34	2,347	2,172	78	27	70
Service Trades	4	304	201	48	27	28
Cafes and Restaurants	17	1,184	593	241	222	128
Other Shops	4	276	81	53	62	80
Vacant shops	4	268	190	21	24	33
Total	100%	6,995	4,835	1,097	514	549

(a) The figures include storage space etc.

Table 8**Offices - Distribution of Floor Space (1966)**

Office Types	%	Total	.000 sq. ft Core	North	South East	South- West
Central and local Government Offices	19	2, 748	1, 531	295	751	171
Banks and Insurance Offices	24	3, 492	1, 814	999	619	60
Professional Offices, Societies, Institutions etc.	14	2, 117	1, 798	65	127	127
Commercial Offices, and offices of firms	35	5, 238	2, 563	813	1, 028	834
Licensed betting offices	-	62	25	26	6	5
Post Offices	-	34	5	7	20	2
Stock and produce exchange	1	96	96	-	-	-
Vacant Offices	7	1, 030	726	110	122	72
Total	100%	14, 817	8, 558	2, 315	2, 673	1, 271

Table 9

Offices - Analysis of Completions & Vacancies in Recent Years (a)

'000 sq.ft

	1962	1963	1964	1965	1966
Offices completed since 1948	1, 373	2, 181	2, 566	3, 197	3, 473
Offices completed during year	-	808	385	631	276
Total Offices under construction	1, 361	827	768	303	615
Total Offices Vacant	482	529	600	1, 292	1, 023(b)
New Offices Vacant	52	83	166	428	294
Pre-war Offices Vacant	430	446	434	864	729(b)

(a) Summary of results of annual office surveys for the last five years.

(b) These figures are derived from the Land Use Survey of 1966 and have been substituted for those obtained in the annual office survey. Analysis of the distribution of vacant offices in the Central Area shows that when all the contributory factors are considered, the amount of 'reasonable lettable office space' is probably half this figure. A much inflated vacancy rate occurs in the areas imminent for redevelopment and in certain cases, due to special circumstances, offices, though vacant are not available for letting.

Table 10

Warehousing & Industry - Distribution of Floor Space (1966)

Type	%	Total	'000 sq.ft. Core	North	South East	South- West
Warehousing of all kinds	52	11,193	2,601	2,231	4,136	2,225
Vacant warehouses	8	1,632	420	350	489	373
Wholesale markets and Abattoirs	1	324	-	291	-	33
Miscellaneous Storage space	5	1,170	251	93	303	523
Radio T.V. and film studios	2	521	-	14	-	507
Sub-total (1)	68	14,840	3,272	2,979	4,928	3,661
Light Industry (a)	4	916	344	284	159	129
General Industry	20	4,308	326	1,278	1,274	1,430
Special Industry	6	1,351	-	41	342	968
Vacant Industries premises	2	349	-	98	215	36
Sub-total (2)	32	6,924	670	1,701	1,990	2,563
Total (1) + (2)	100%	21,764	3,942	4,680	6,918	6,224

(a) Includes newspaper printing.

Planning Standards.

For clarification, the following represents the standards in relation to density, car parking and daylighting, with which new development will normally be expected to comply.

PLOT RATIO

The density of development is expressed in terms of plot ratio which is defined as the ratio between the total floor area, including external walls, contained within a building or buildings and the net site area, excluding roads and provision for road widening of the plot or other land area on which it stands. In calculating plot ratio the floor area of a building is taken as the sum of the roofed areas at each floor level excluding machinery, heating installations, internal service roads and car parking facilities.

The maximum density at present generally permitted is a plot ratio of 3.5 with a reduction to 3.0 in concentrated shopping areas such as Market Street. Where residential development is provided in the form of flats, above a scheme, an additional allowance may be permissible depending on the location and the degree of accessibility of the area concerned.

CAR PARKING AND SERVICING

Until 1967 the parking policy of the City required one car space to be provided for every 2,000 or 2,500 square feet of new development in offices and shops respectively. In the new Parking Policy emphasis will now generally be on the provision of operational parking only within commercial development, that is, space required for vehicles regularly and necessarily involved in the operation of the business of particular buildings. The number of operational spaces to be included in any development will be considered on its merits and will have to be justified. It is essential that all necessary unloading and loading space is provided within the curtilage of any development and should be met within the operational spaces available.

DAYLIGHTING OF BUILDINGS

The standards adopted for this purpose are described in Bulletin No.5 produced by the Ministry of Housing and Local Government.

Its basic function is to ensure that developments obtain good lighting and sunlighting, and that design of buildings take full account of the requirements of adjacent structures. With piecemeal development it is almost impossible to fulfil these standards but the comprehensive scale of new development should normally make it possible to meet them in full.

Appendix E

Buildings of Special Architectural or Historical Interest.

The following buildings, existing within the central area, were included by the Minister of Town and Country Planning on the list of Buildings of Special Architectural or Historical Interest compiled under Section 30 of the Town and Country Planning Act, 1947. In 1963, an amendment was made by the Minister of Housing and Local Government to the list under Section 32 of the Town and Country Planning Act, 1962, which incorporates the provision of the earlier Act in respect of Buildings of Special Architectural or Historical Interest.

Location	Date
VICTORIA STREET	
Cathedral Church of St. Mary	15th Century
LIVERPOOL ROAD	
Remains of the original terminus of the Liverpool and Manchester Railway, Liverpool Street Station.	1850
ST. ANN'S STREET	
St. Ann's Church	1712
FENNEL STREET	
Chetham's Hospital	1421
ALBERT SQUARE	
Town Hall	1877
Albert Memorial	1862-64
MULBERRY STREET	
Roman Catholic Church of St. Mary	1844
PETER STREET	
Free Trade Hall	1852
WINDMILL STREET	
Central Station	1880
ST. JOHN'S STREET	
* Nos. 8-24	late 18th Century
* Nos. 11-25	late 18th Century

ST. ANN'S STREET

No. 25, Williams Deacon's Bank and Annexe. 1848

OLD SHAMBLES

** Old Wellington Inn 16th Century
 * Sinclairs' Oyster Bar 17th or 18th Century

PORTLAND STREET

Warehouse occupied by S. & J. Watts Limited 1856
 Nos. 3, 5 and 9 (3 warehouses west of 1850
 Queen's Hotel).

KING STREET

No. 35, District Bank 1736
 Bank of England 1847

LONG MILLGATE

Manchester Arms Hotel 18th Century

MOSLEY STREET

City Art Gallery 1823
 No. 38 Portico Library 1805
 No. 57 Williams Deacon's Bank 1861

DEANS GATE

Ryland's Library 1899

BYROM STREET

* Nos. 25-31 18th Century
 * Nos. 38-44 18th Century

MOUNT STREET

Friends Meeting House 1830

The following property is not included on the statutory list of buildings of special architectural or historical interest but is entitled to the same protection as a listed building.

PRINCESS STREET

No. 81. Athenaeum 1836

Crown Property

QUAY STREET

County Court 18th Century

SUPPLEMENTARY LIST OF BUILDINGS OF ARCHITECTURAL OR HISTORICAL INTEREST.

GARTSIDE STREET

*Nos. 72-78 18th Century

QUAY STREET

Nos. 66-74 18th Century

LOWER BYROM STREET

No. 30 18th Century

PRINCESS STREET

Municipal High School of Commerce 19th Century

CATEATON STREET

**Hanging Bridge

COLLIER STREET

**Liverpool Road, Fragment of Roman Wall

*Buildings so indicated form part of an architectural entity or group comprising more than one property.

**These structures are also scheduled as ancient monuments under Section 12 of the Ancient Monuments Act 1913 and Section 6 of the Ancient Monuments Act 1931.

- | | | |
|--|---------------------------|---|
| 13. Outline Planning Proposals for Central Station Area. | Town Planning & Buildings | September 1966 |
| 14. The Desirability of Re-introducing Residential Accommodation into the City Centre. | Town Planning & Buildings | September 1966 |
| 15. Site for new Wholesale Fruit Vegetable and Fish Market. Joint Report of General Markets Department and City Planning Officer. | Town Planning & Buildings | February 1964 |
| 16. Central Retail Food Market for Manchester. Joint Report of General Manager, Markets Department and City Planning Officer. | Town Planning & Buildings | June 1965 |
| 17. Rapid Transit. Joint Report of City Engineer and Surveyor, General Manager Transport Department, and City Planning Officer. | Town Planning & Buildings | January 1966 |
| 18. Municipal Accommodation within the Civic Area. Joint Report of City Architect and City and City Planning Officer. | Town Planning & Buildings | February 1966 |
| 19. Report on Car Parking in Central Manchester. Joint Report of City Engineer & Surveyor, General Manager of Transport Department, Chief Constable and City Planning Officer. | Town Planning & Buildings | February 1966
May 1967 |
| 20. City Centre Road Report. Joint Report of City Engineer and Surveyor, General Manager Transport Department, Chief Constable and City Planning Officer. | Town Planning & Buildings | Concurrent submission with City Centre Map. |

Maps

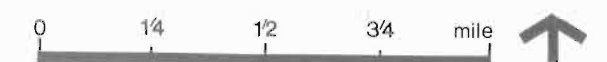
- 1** Inner city map
- 2** Location Plan
- 3** Development Plan
- 4** Existing land use
- 5** Townscape: quality and character
- 6** Redevelopment appraisal
- 7** Future land use
- 8** Future Communications
- 9** Comprehensive planning proposals
- 10** Implementation
- 11** City centre map

Inner city map

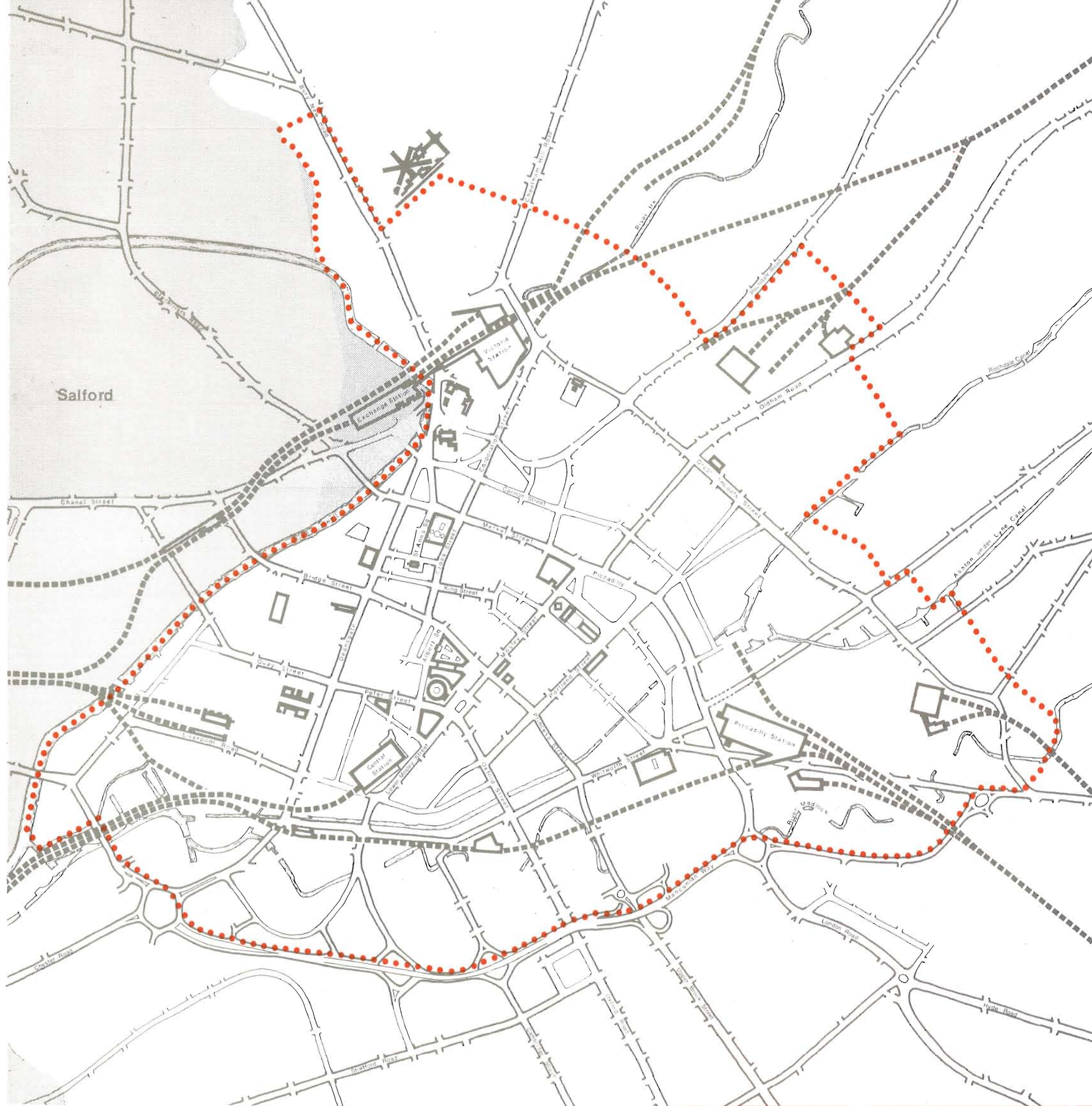
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- Open space strategy
- City centre
- Residential Study Areas
- Education precinct
- Future road pattern
- District centre




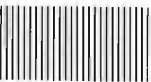










..... Boundary of Study Area



1 acre 0 400 800 1200 feet



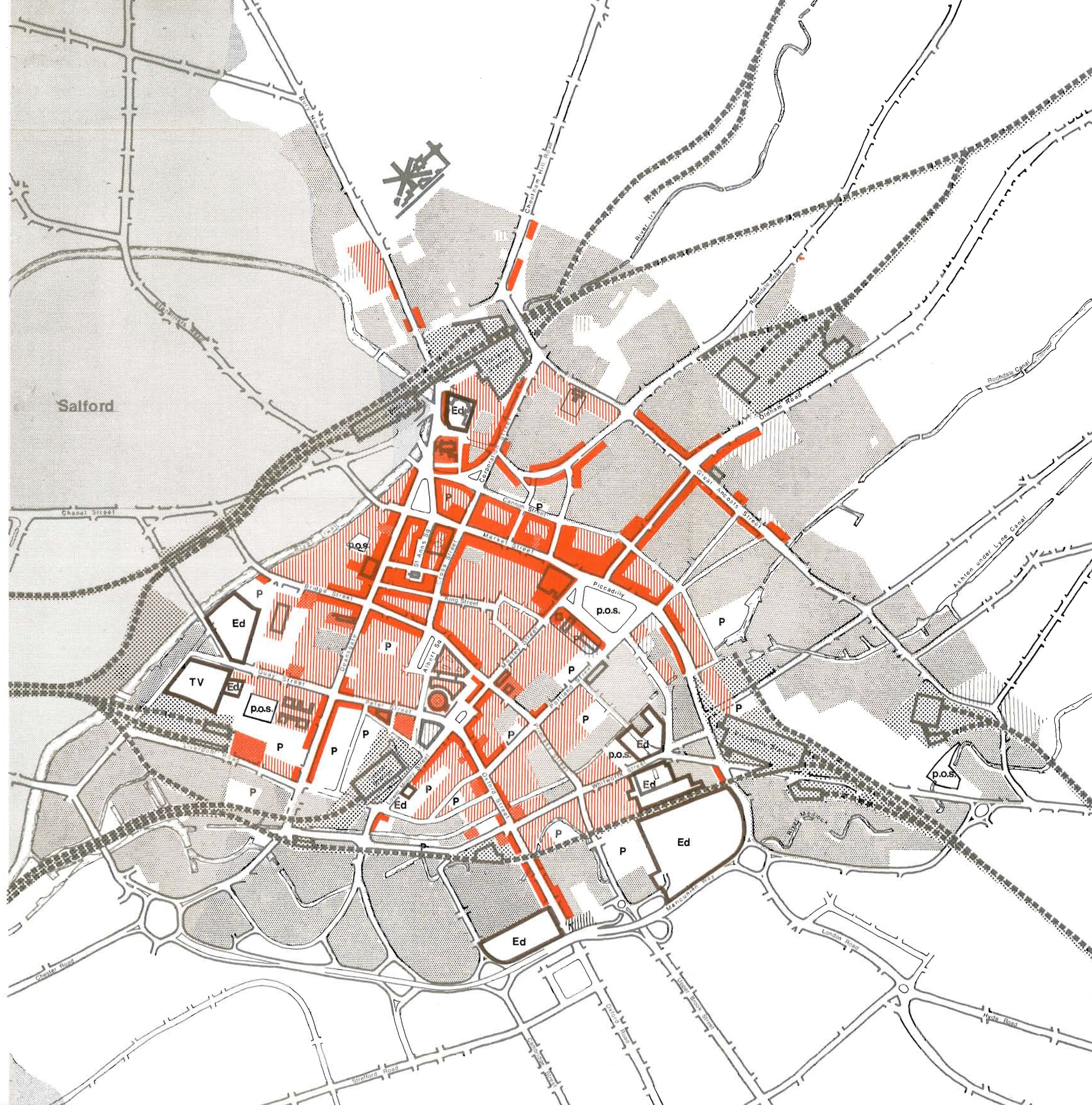


-  Industrial Use
-  Education
-  Public Open Space
-  Civic & Cultural Use
-  Railway Land
-  Residential
-  Central Business & Shopping Area
-  Water Transport
-  Post Office Use
-  Higher Education Precinct
-  British Broadcasting Corporation
-  Principal Roads



Existing land use

4



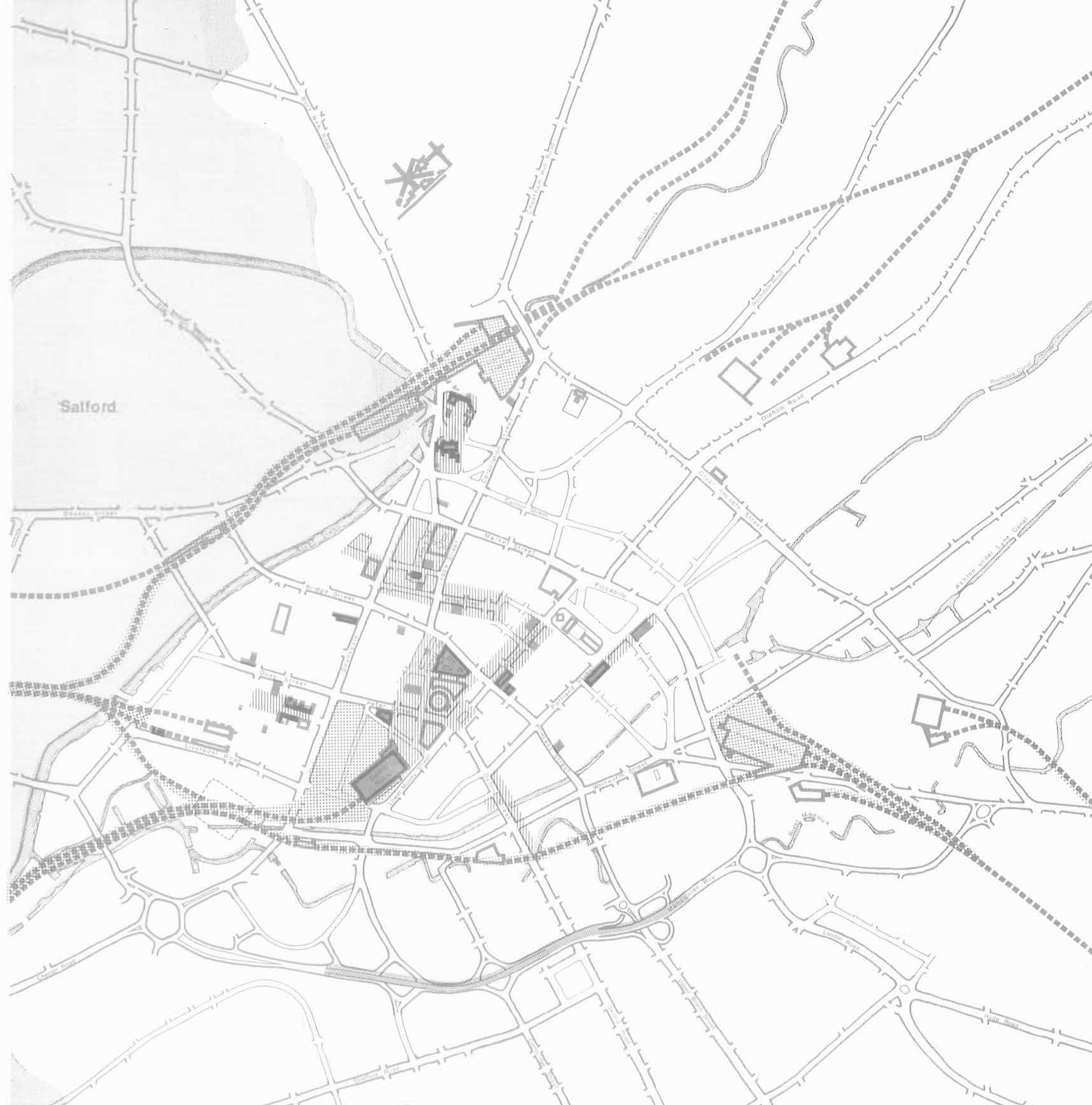
- Shopping
- Offices
- Recreation & Cultural
- Industry & distribution
- Railway land
- Residential
- Ed Education
- TV TVcentre
- P Parking area
- p.o.s. Open space
p.o.s. Public Open Space





1 acre 0 400 800 1200 feet



Townscape: quality and character

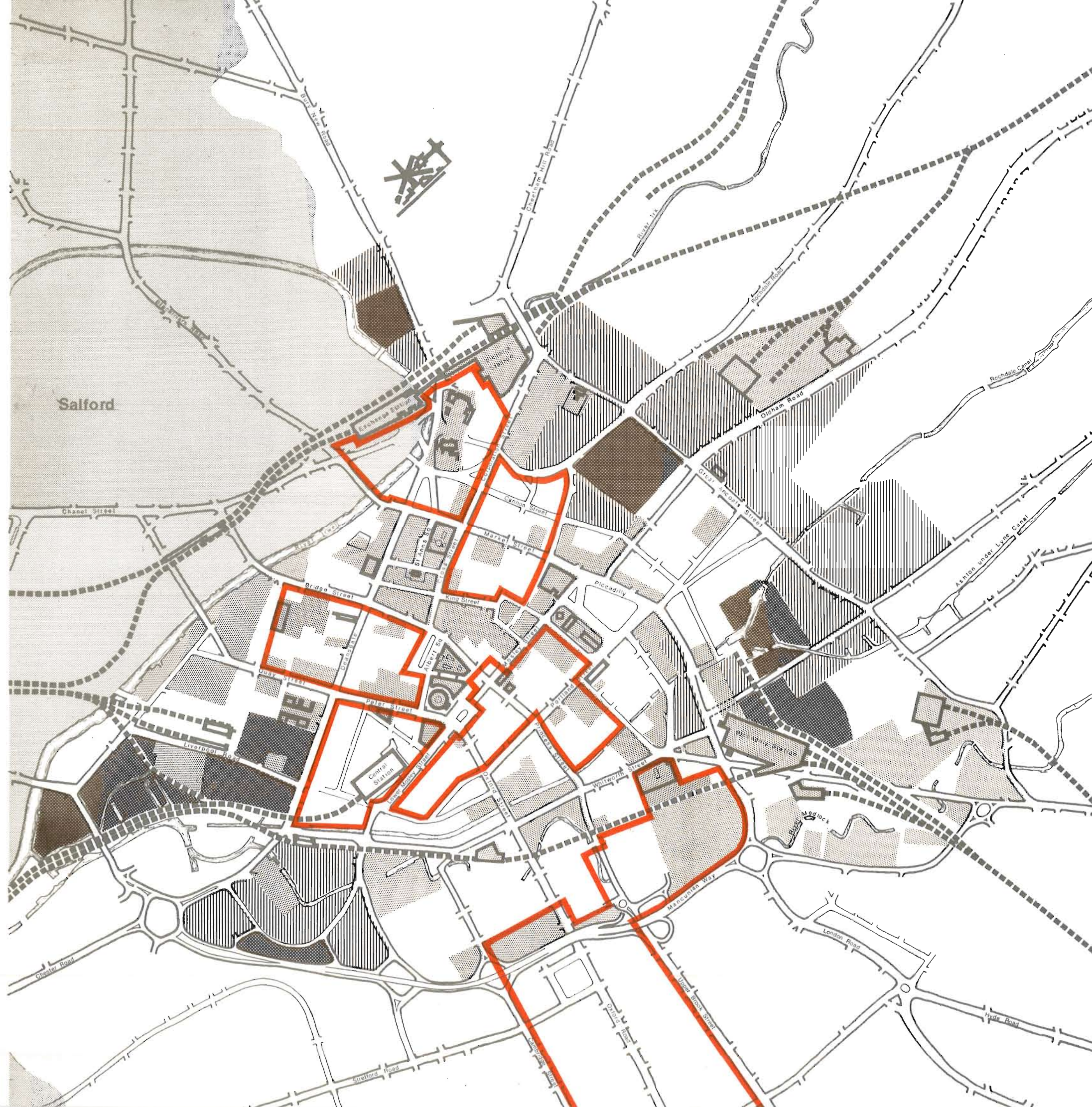
5







-  Listed buildings
-  Areas of architectural character
-  Railway structures (elevated)
-  Waterways
-  Road structure (elevated)
-  Site of Roman Fort

1 acre 0 400 800 1200 feet



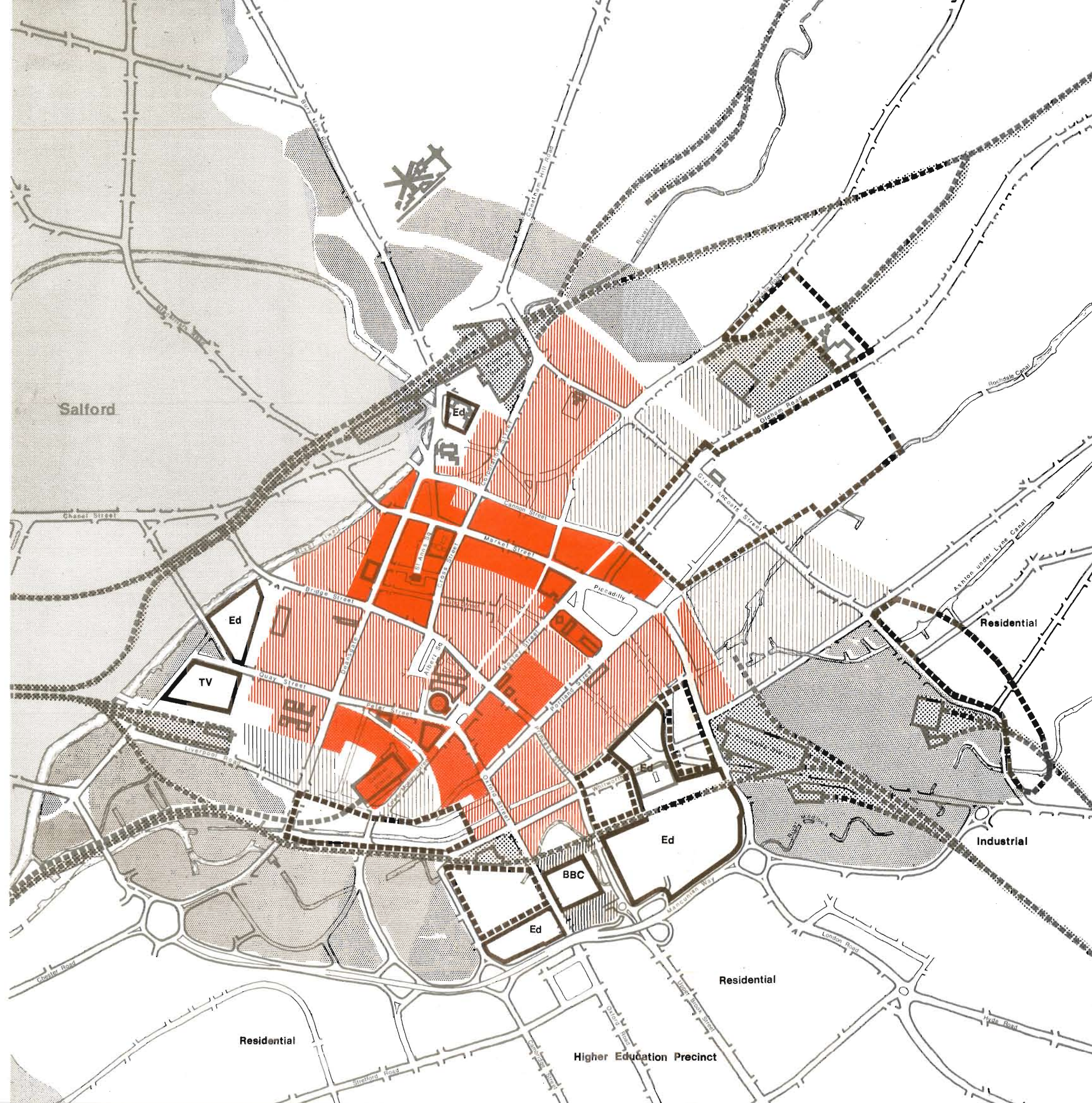


-  Areas of predominantly long life buildings or uses
-  Areas ripe for redevelopment for which advisory schemes have been produced
-  Other areas ripe for redevelopment
-  Areas where redevelopment could take place in the foreseeable future



Future land use

7



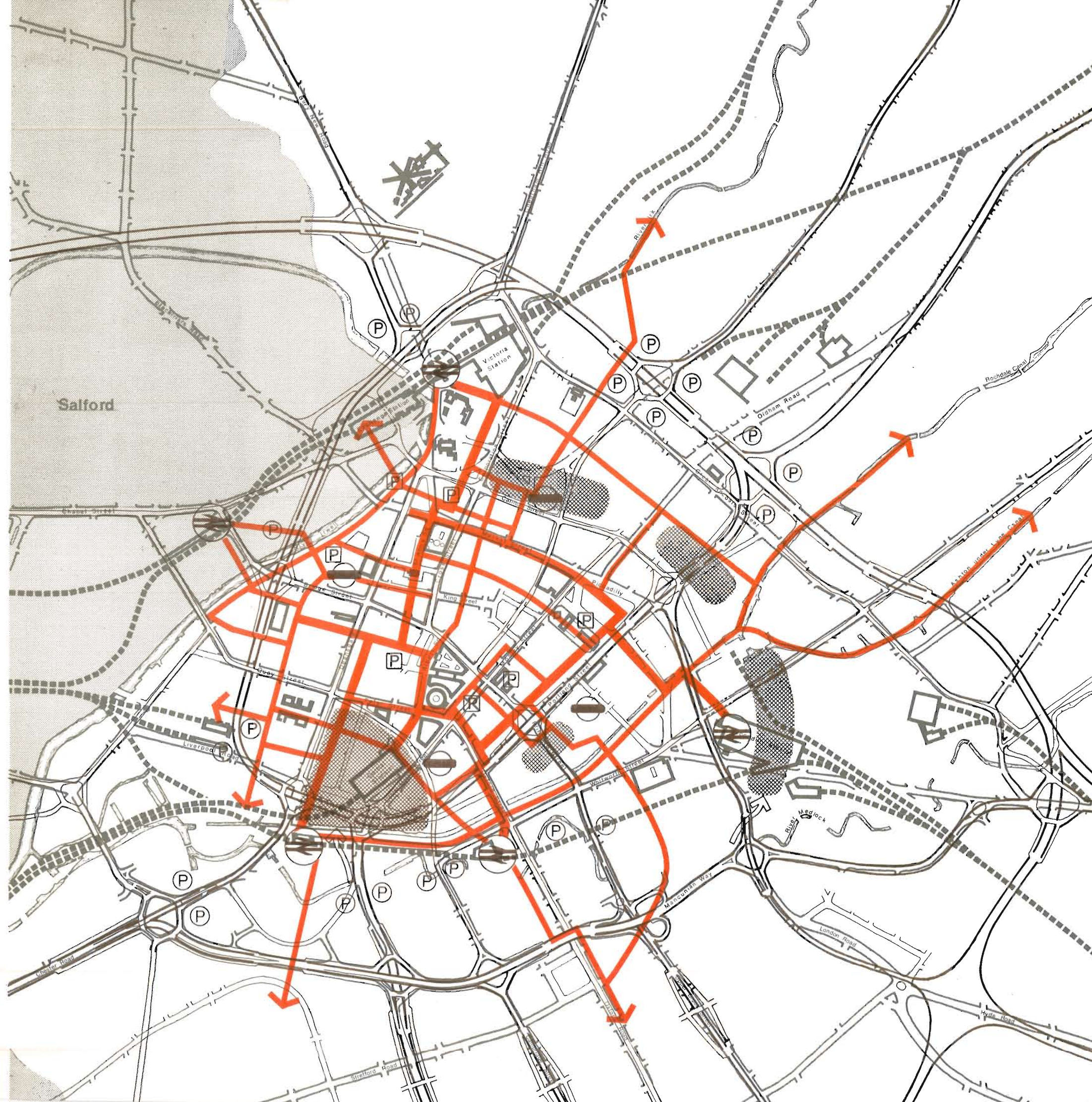
- Regional Shopping
- Offices
- Recreation & Cultural
- Industry & Distribution
- Railway land
- Residential & Mixed uses
- Education
- TV centre
- BBC centre
- Areas for further study










1 acre 0 400 800 1200 feet



Future Communications

8



-  Primary Roads
-  Secondary Roads
-  Outer Car Parks
-  Inner Car Parks
-  Terminal Car Parks
-  Primary Road Access to Terminal Parks
-  Railway Station
-  Bus Station
-  Principal Pedestrian Routes

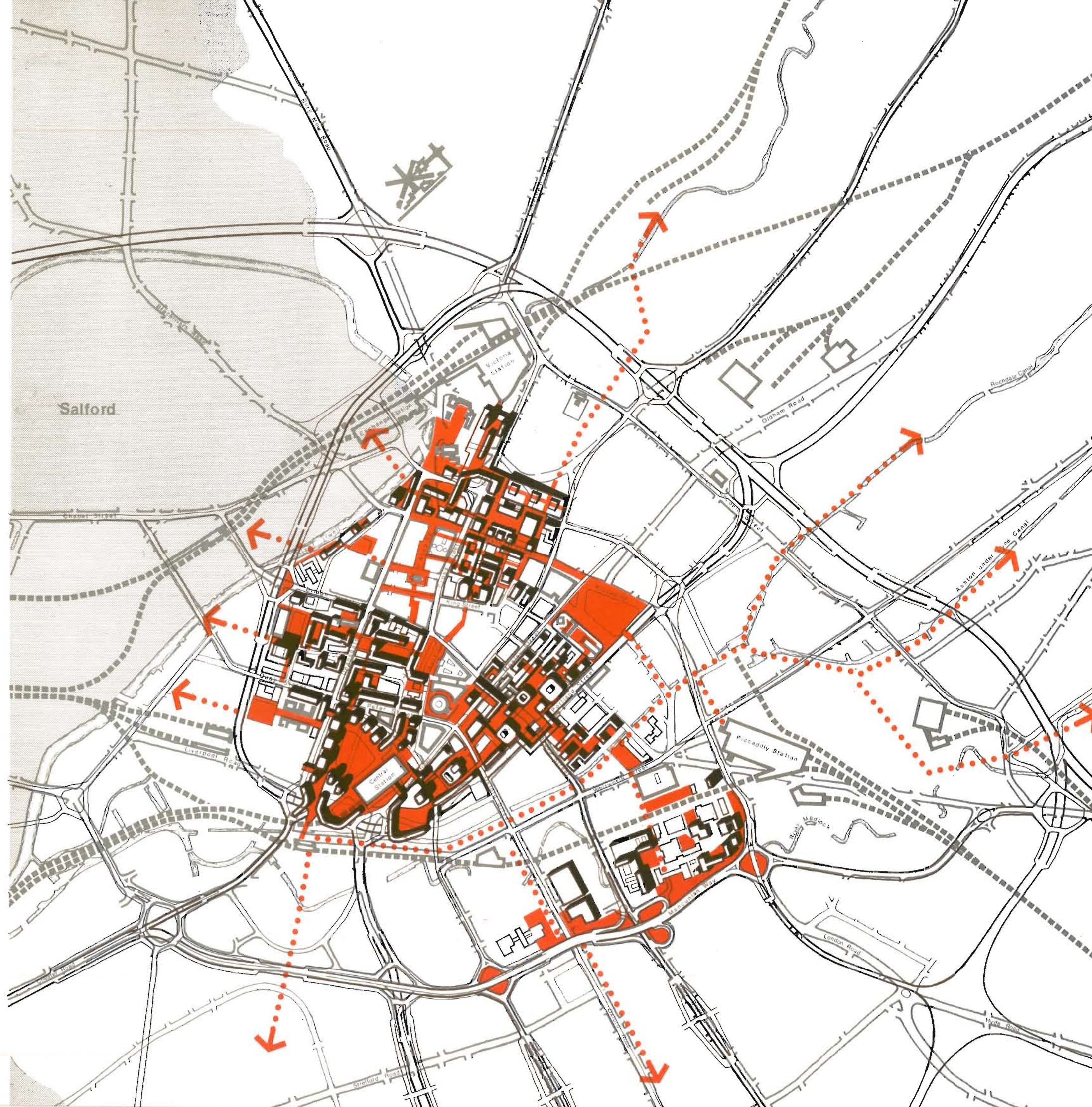
1 acre 0 400 800 1200 feet



Comprehensive planning proposals

9

-  Pedestrian areas
-  Pedestrian routes





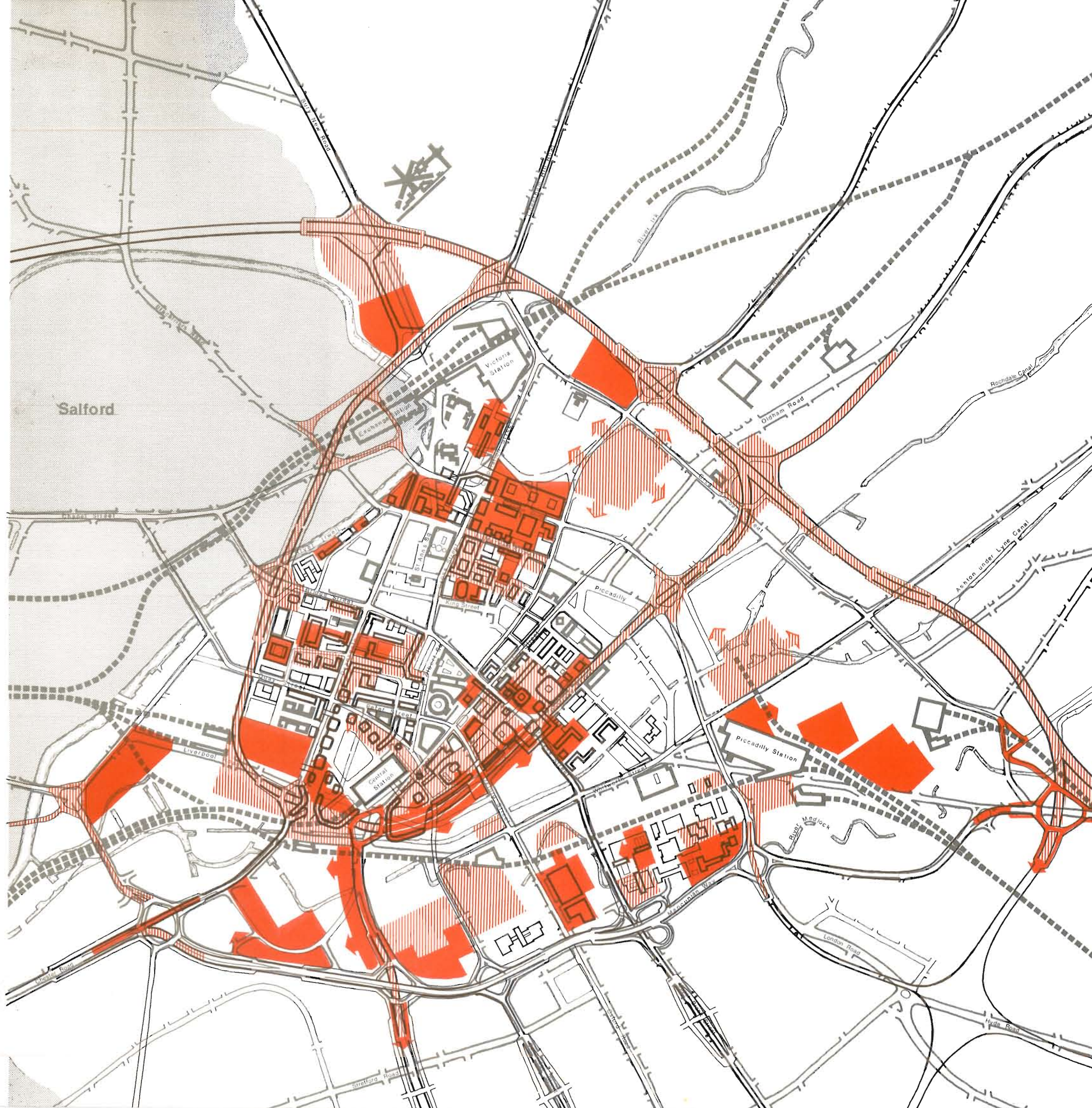
1 acre 0 400 800 1200 feet



Implementation

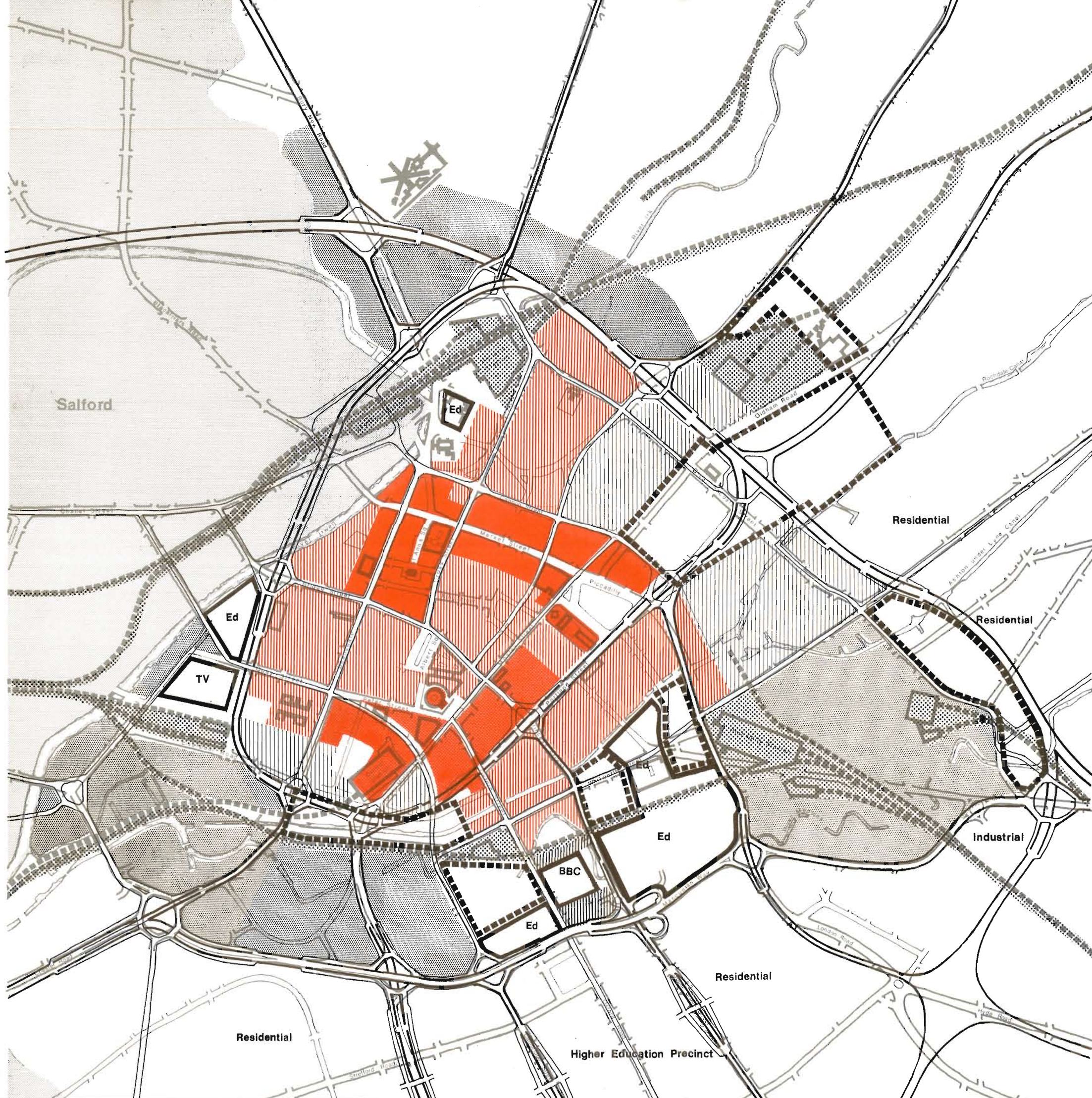
10

-  First phase development
-  Longer term development



1 acre 0 400 800 1200 feet





- Regional Shopping
- Offices
- Recreation & Cultural
- Industry & Distribution
- Railway land
- Residential & Mixed uses
- Education
- TV centre
- BBC centre
- Areas for further study

Acknowledgements

Illustrations.

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52 top	Daniel, Watney, Eiloart, Inman & Nunn.
53	The Co-operative Insurance Society.
54	The City Architect S.G.Besant Roberts.
66	Sketch of proposed Arts Centre based on studies by the City Architect.
70	Wilson and Womersley.
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